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The Alaska Division of Corrections: An Institutional Population and Space Utilization Study

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Summary

The Legislative Interim Committee on Corrections, Alaska State Legislature, requested identification and assessment of the differing segments of institutional populations and their relationships to present space utilization practices of the Alaska Division of Corrections (later Department of Corrections). The basic questions for which solutions were sought related to development of reasonable options for relief of overcrowding in some institutions, to ensure more effective use of bed space in others, and to provide interim short-term solutions to system-wide overcrowding through modifications to existing facilities and through policy changes. The Committee emphasized that long-term facility planning should be properly left to the correctional master plan to be completed by early 1979. This report surveys correctional populations and space utilization practices within the eleven principal correctional centers managed by the Alaska Division of Corrections as of 1977–1978.

THE ALASKA DIVISION OF CORRECTIONS:
AN INSTITUTIONAL POPULATION
AND
SPACE UTILIZATION STUDY



THE CRIMINAL JUSTICE CENTER

University of Alaska, Anchorage
Anchorage, Alaska

THE ALASKA DIVISION OF CORRECTIONS:
AN INSTITUTIONAL POPULATION
AND
SPACE UTILIZATION STUDY

FOR THE
LEGISLATIVE INTERIM COMMITTEE ON CORRECTIONS

1978 - 1979

CHAIRMAN: REPRESENTATIVE RUSS MEEKINS
MEMBERS: REPRESENTATIVE ED DANKWORTH
SENATOR BILL RAY
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REPRESENTATIVE BOB BRADLEY

by

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PREFACE

In October of 1975, Governor Jay S. Hammond appointed a Task Force on Corrections and gave its members the responsibility to evaluate security in the State's correctional institutions. He asked them to make recommendations concerning measures that might be implemented to improve both the correctional program and the entire criminal justice system of which the Division of Corrections is an essential part.

The Task Force was composed of top cabinet level officials and included Andrew Warwick, Commissioner of the Department of Administration (and Chairman of the Task Force); Avrum Gross, Attorney General; Richard Burton, Commissioner of the Department of Public Safety; Francis Williamson, Commissioner of the Department of Health and Social Services; and William Gordon, Administrative Assistant to the Governor.

This Task Force, with technical assistance from a team of three west coast correctional officials, conducted on-site visits to correctional institutions, held public meetings in Juneau, Fairbanks and Anchorage, and met with administrators and employees within the various segments of the criminal justice system, as well as with concerned public citizens.

The Task Force report and recommendations, made in December, 1975, resulted in both major and minor changes in the administrative policies and procedures of the Division. A new Director took charge of the Division, several new middle management

positions were created, and by mid-1976 the Division began an intensive effort toward custody, security, training and other concerns elaborated in the Task Force report.

By the Fall of 1976, correctional officials had determined that construction of additional correctional facilities would be necessary to house an expanding prisoner population. However, on a statewide ballot the voters failed to approve the request for new justice facilities. In turn, the Division requested the legislature, which convened in January, 1977, to consider the request for additional facilities. Legislators also balked at this request, pointing to the lack of data to prove the need for large capital expenditures.

A joint Legislative Committee on Corrections was formed to further investigate this and related issues during the interim period between the close of the 1977 legislative session and the commencement of the next in January, 1978.

During this time (1976-1977), the Division of Corrections had received the benefit of several allocations of funds or grants for the purposes of gathering essential data, completing planning studies and initial facility designs. The approximate sums that have been available to the Division for these purposes have included:

\$ 33,000	Anchorage pre-trial detention study
\$135,000	Mechanical/physical improvements to the Ridgeview Center
\$ 50,000	Development of Phase I of the master plan
\$183,000	Correctional master plan
\$143,000	Justice Facilities Planning Study
\$111,000	Development of Alaska Criminal Justice Facilities Standards
\$ 50,000	Development of the Ketchikan community corrections program

During the last half of calendar year 1976, the Legislative Interim Committee conducted public hearings in addition to its own research efforts in order to obtain necessary planning information. As part of this effort, the Committee requested technical assistance from the Criminal Justice Center of the University of Alaska.

In response to this request, the Center sponsored a Legislative Conference on Corrections in December, 1977, in an effort to gather legislators together to discuss critical issues in corrections and learn from the experiences of other legislators and officials from Florida, Hawaii, Oregon and the White House. The Center has also assisted the Committee with ongoing technical advice and research. Finally, the Center has completed this survey of current correctional populations and of space utilization practices within the eleven principal correctional centers managed by the Alaska Division of Corrections. The study attempts to provide an accurate profile of these centers for the sample period of November 28, 1977, through January 2, 1978.

Appreciation must be expressed to each of the Correctional Superintendents who willingly assisted in providing the data and making suggestions for improving the correctional system.

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The following individuals generously assisted in providing essential information and data for this study as well as contributing a part of their valuable time for discussions and interviews. Responsibility for the final form and content of the paper must remain with the principal author.

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Robert Spinde, Chief of Classification, Division of Corrections
Charles Moses, Superintendent, Anchorage Correctional Center,
Annex
Vern Caulkins, Superintendent, Anchorage Correctional Center,
Third Avenue
Norbert (Steve) Krause, Superintendent, Eagle River Correctional
Center
Stanley Zaborac, Superintendent, Palmer Correctional Center
Theodore Corey, Superintendent, Fairbanks Correctional Center
Frank Sauser, Superintendent, Juneau Correctional Center
Robert Andrews, Acting Superintendent, Ketchikan Correctional
Center
Robert Van Winkle, Superintendent, Nome Correctional Center
John Winjum, Bethel Chief of Police
William Green, Superintendent, Ridgeview Correctional Center
Dave Arnold, Superintendent, McLaughlin Youth Center
Sam Trivette, Executive Director, Alaska Board of Parole

SUMMARY

CONTEXT AND PURPOSE OF THE STUDY

The Legislative Interim Committee on Corrections requested identification and assessment of the differing segments of institutional populations and their relationships to present space utilization practices of the Division of Corrections. The basic questions for which solutions are sought relate to the development of reasonable options which might be implemented in order to relieve overcrowding in some institutions, insure more effective use of bed space in others and provide interim short-term solutions to system-wide overcrowding through modifications to existing physical plants of the various correctional facilities and through policy changes.

Since several studies are presently underway to assist the Division of Corrections with long-term facility planning and a correctional master plan is ready to be developed, the Committee expressed specific interest in short-term policy, including procedural and plant modification options which might be implemented in the immediate future in order to eliminate overcrowding. The Committee has emphasized that fully detailed planning should properly be left to the correctional master plan effort, which is to be completed by early 1979.

The final report of the Phase I effort, a pre-master plan project responsible for data acquisition and the definition of major issues to be faced by corrections, is now being completed.

The Alaska Justice Facilities Planning Study has been completed and distributed. The results of the extensive Alaska Criminal Justice Facility Standards and Guidelines project are also now available to assist criminal justice planning.

The Committee has been informed by the Alaska correctional administration that approximately three years are required, after a decision to build institutions is made, before new facilities can be opened to inmate populations. The need for a current status profile of the Division and the exploration of potential interim administrative and physical plant modification options is therefore critical.

METHODS USED

All data was acquired through interviews with correctional superintendents and through examinations of institutional weekly count sheets developed for institutional use and provided by each superintendent for the period November 28th through January 2nd inclusive. Physical plant, space utilization, and space availability descriptions were taken directly from each superintendent interview and not from various existing reports (e.g. annual plans) which too often offered conflicting figures for offender housing capacities.

FINDINGS

The sentenced male offender population accounts for approximately three-fourths of all offenders incarcerated under the Division of Corrections' authority and is the segment of the total population responsible for the greatest pressure on available bed space on a system-wide basis. Of this major

population segment, approximately 65% or 317 adult male inmates are within three years of their projected minimum release dates.

The Anchorage Annex, the Fairbanks and Juneau Correctional Centers and the Federal Bureau of Prisons have larger populations than necessary. At the same time, the Anchorage Third Avenue, Palmer, Eagle River and Nome facilities are under-utilized. A balancing of populations is possible and essential in order to relieve overcrowding and pressures from continuing population growth for at least the near future.

Improved classification and transfer policies and procedures could greatly improve present conditions and save tax dollars. These changes in policies and procedures may take place at the same time that minor modifications are made to the existing correctional center physical plants. Existing beds within the Division which are under-utilized, and for which no physical modifications are required, could provide space for 95 offenders from the overcrowded facilities. With minor modifications to existing facilities 109 new beds can be obtained, and with major capital improvements to one facility 80 additional new beds could be available. If each of these management options were developed the Division of Corrections could expand its bed capacity to house 284 offenders who are now crowding the system.

A complete statewide survey of non-correctional facilities, facilities which may be made available for correctional operations, may have positive value in facilitating

savings of tax dollars compared to the cost of new construction. The full development of diversionary programs, including partial incarceration and re-entry halfway houses, would have a positive impact on institutional overcrowding and provide additional housing and program resources for the courts and corrections at relatively low cost.

Finally, many of the specific recommendations made for each of the surveyed correctional centers can be implemented immediately at little additional cost, some can be made with relatively minor additional cost, and a few require major legislative allocations of funds. All of these recommendations, if implemented, would result in greatly increased bed capacity for the Division at relative low cost compared to new construction and would purchase valuable time for completion of the correctional master plan. In fact, the recommendations may alter the direction of that planning effort.

CLASSIFICATION RECOMMENDATIONS

1. The Chief of Classification position should be located in Anchorage to commence work immediately on the directives from the Governor and the Task Force as outlined in the 1975 reports.
2. All classification of newly sentenced male offenders in the Anchorage area should be completed at the Third Avenue institution which should be authorized and permitted to carry out the Governor's previous mandate.
3. The Chief of Classification's responsibilities should be expanded so that he is given full authority to approve or disapprove of all classification actions initiated by all institutional superintendents, with review and appeal process responsibilities given to the Assistant Director for Institutions who should be located in Anchorage.
4. The Chief of Classification should chair all out of state

(Federal Bureau of Prisons) classification committees. He should also chair an in-state classification team which quarterly follows behind the Parole Board at each institution to re-classify offenders whose status may have changed because of Parole Board or other administrative actions.

5. Originating institutional classification committees should be empowered to recommend and transfer inmates who in their best judgment meet the criteria for the reviewing institutions where bed space is available. The reviewing Superintendent may provide secondary screening after receiving the offender.
6. A transportation procedure should be developed under the authority and responsibility of the Assistant Director of Institutions for daily bus transfers of offenders between institutions in the Southcentral region and weekly bus transfers between Southcentral and Interior Alaska institutions.
7. The classification criteria for the Eagle River Correctional Center should be expanded to include those inmates who are within five years of their projected minimum release date with consideration given to parole eligibility (one-third of actual sentence), pre-sentence incarceration time, and statutory good time.
8. All offenders who are within six months of their projected minimum release date or who have been recommended for parole by the Parole Board during the following two quarters (3 to 6 months) should be classified for pre-release programming to community partial-release programs. All offenders must be prepared for release as a final institutional mechanism for protecting the public.
9. All Alaskan offenders must be continuously screened through the classification process for readiness and placement within the least possible restrictive institutional environment. Eagle River and Palmer correctional centers should be maintained at full operational capacity at all times.

SPACE UTILIZATION RECOMMENDATIONS

Alternatives - Expansion capabilities for existing correctional centers:

<u>Level 1</u>	95 beds can be made available immediately with no physical modification required:
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Annex - 20 beds for unsentenced male offenders with

removal of sentenced males and all females*
Third Avenue - 20 beds for sentenced males with
removal of unsentenced males
Palmer - 15 beds for sentenced males within three
years of release
Nome - 10 beds for sentenced males within one
year of release.

Level 2 109 additional bed capacity with minor facility
modifications:

Palmer - 48 beds for sentenced males within three
years of release; requires additional staff,
construction of 10 security units and possibly
security fencing at low relative cost.
Juneau - 21 beds for males; with placement of a
modular unit to house the small number of women
and juveniles adjacent to the present facility
Ridgeview - 20 beds for females with minor construc-
tion; 20 beds for pre-release males with minor
modifications.

Level 3 80 additional bed capacity with major facility
modifications:

Eagle River - 80 beds for sentenced males with
construction of two additional forty-man housing
units as in original design.

TOTAL - All levels combined would provide 284 additional beds
for the division.

PURCHASE OR LEASE OF OTHER FACILITIES

Two existing, vacant and available sites are offered
as examples of potential space alternatives which would be used
to provide additional correctional housing capability in South-
central Alaska. A more complete statewide inventory of available
buildings is recommended.

1. The old Providence Hospital building on L Street near
downtown Anchorage can provide housing for 180 inmates
at a total cost bordering on the lowest range of new
construction estimates. Locational considerations are
excellent from a criminal justice services perspective,
but may be negated by concerns of the local community
neighborhood. However, alternative sites would probably
also be proposed for the downtown area.
2. The abandoned former Air Force station (now in private

* See footnote page 59.

ownership) at Ohlson Mountain, 10.5 miles east of Homer on the Diamond Ridge Road, could provide housing for approximately 160 offenders. This facility can be purchased for approximately \$2.5 million and would require approximately one to two million dollars worth of renovation. Much of the essential utility renovation which would be done commercially could be followed by other restoration activities to be completed by the inmate population.

CONCLUSIONS

Changes in classification policies and procedures, inmate transfer mechanisms, and minor building modifications could have a cost saving and dramatic impact on the balancing of inmate populations within Alaska's correctional system. More extensive modifications to existing correctional centers and/or the purchase or lease of other available buildings could provide sufficient bed space for the Division for the immediate future pending completion of the correctional master plan, and at a greater cost/benefit ratio than the cost of construction of new facilities.

I. INTRODUCTION

ANALYSIS OF THE PROBLEM

The study of correctional housing is not a simple task. At first glance it may appear to those persons unfamiliar with correctional operations that all those incarcerated can be classified very simply in one general category - prisoners. Caution must be exercised in attempting to evaluate available bed space and bed space utilization in the correctional institution setting. Too often the uninformed are tempted toward a simplistic assessment of available bed space by merely subtracting the inmate population count from the vacant bed space in a given institution (or for the entire correctional network of institutions) over a selected period of time. In fact, an often cumbersome procedure is utilized by correctional personnel to determine where inmates will be housed.

Classification is the process by which inmates are screened and placed in selected institutions for the service of sentence soon after final judgment and commitment is rendered by the court. All available information concerning the offender is examined by a correctional classification committee, so that appropriate custody and treatment program placements can be made. This process, based on correctional policies and procedures, determines where an offender will be placed. His length of sentence, past record, behavior while awaiting trial, social history and mental status are among the factors evaluated by the committee. If corrections is to be effective every effort

must be made to place the offender in an institution which provides the appropriate security level and offers the type of internal program structure that the offender requires.

Sound correctional management requires separation of certain types of offenders from others, and that a "buffer" of free bed space must be maintained for special problem inmates who may be present within any inmate population. By statute, juveniles must be separated by sight and sound from adult offenders; pre-trial detainees should be separated from sentenced individuals; misdemeanants may be separated from felons; women may be separated from men; and each of these groups may require single segregation units for special problem offenders within each of these categories.

Even within an apparent homogeneous grouping of offenders, it is dangerous to generalize. There are not precise, all inclusive definitions by which human beings may be classified according to behavioral characteristics, either within the general public or among offender populations. All offenders are not the same, all felons are not the same, and all pre-trial detainees (who must be treated as innocent until proven guilty) are not the same.

This study has produced evidence of the overcrowding of inmates in some Alaska correctional facilities. Conversely, Alaska also has under-utilized institutions. These conditions exist in part because of the correctional policies and procedures which are currently being followed. A change in the policies for classification of inmate offenders can produce dif-

ferent housing requirements and distributions of inmates among existing facilities. It can also result in changes in the immediate and ultimate correctional costs. Changes in policies may be far less costly than changes in existing buildings or in the construction of new facilities.

Incarceration is an expensive proposition and, in general, the greater the emphasis on custody and security in facility design, the higher the cost of construction.

The cost of constructing and operating new prison facilities is enormous, and the use of imprisonment is the most expensive sanction which can be imposed on a criminal offender. Because cost makes imprisonment a scarce resource, it is essential that imprisonment only be used when necessary to assure the protection of society as the administration of just punishment. In those cases in which imprisonment is not necessary, the range of alternatives to incarceration currently available is clearly unsatisfactory.*

Of equal concern in the classification of inmates is the classification of institutions and the degree of emphasis on security.

[I]t is probable that for many years to come, in most states, it will be unnecessary to build new maximum security institutions. In all states, a much larger proportion of the prison population is housed in maximum security facilities than would be necessary. It is doubtful if real maximum security facilities are needed for more than fifteen percent of an unselected prison population.**

* The Congress of the United States, Congressional Budget Office, Federal Prison Construction: Alternative Approaches, Appendix A, Extract from Senate Appropriations Committee Report 94-964, January, 1977, p. 33.

** American Correctional Association, Manual of Correctional Standards, (3rd Ed.: College Park, Md.: 1966).

METHODS USED

Each correctional Superintendent was interviewed in order to obtain critical first hand and current information concerning each of the institutions. Superintendents responded to data questions which ranged from population structures, institutional design and preferred capacities to staffing patterns, programmatic offerings and problems. (See institutional profiles, Appendix).

Weekly count sheets, which are utilized by each institution to indicate the number of offenders incarcerated as of the first of each week, were collected for the entire survey period from each institution. These documents provide not only the number and identification of each offender housed within the institutions but also the age, location of arrest, offense, sentence information, sex and date of admission to the institution. The Superintendents also provided essential projected minimum release dates for all offenders in the population for a selected week.

From the data followed general discussions of the physical plant of each facility and the potential for increasing bed capacity in relationship to actual or potential population characteristics. A critical concern is the process of classification and transfer of inmates within the system. Superintendents provided case examples and general comments concerning the classification mechanism.

From the data an institutional profile was constructed for each state correctional center, the Bethel Jail, (a contract

facility) and the McLaughlin Youth Center. Profiles of out-of-state placement mechanisms for both juveniles and adults have also been constructed. The profiles have been analyzed to provide an overview of the inmate population under institutional supervision and an assessment of facility modification options which may provide additional space for an increasing population.

LIMITATIONS OF THE STUDY

The classification of institutions as minimum, medium or maximum security are general terms based on the definitions found in Appendix N. While institutions may be generally labeled as medium security, as are most Alaskan institutions, a full range of security options within each institution may be available, and usually is. However, the predominant nature of the institutional design and its population are implied by the general institutional classification.

An important problem is the possible fluctuation in inmate counts. Certain daily, weekly and monthly variables in population must be considered while examining the data. Seasonal variations in arrest and conviction rates from, as an example, July to December, may cause at least minor fluctuations within populations at any given institution. The daily or weekend variances in the inmate count, which may not be reflected in the institutional weekly count sheets, must be considered in assessing correctional operations.

Institutional shift staffing patterns also affect prison capacities. Each facility normally operates under day,

swing, grave and relief shifts. The relief shift is typically a mechanism used to rotate personnel to cover staffing gaps in the three traditional shifts. For example, one or more correctional officers may work two swing shifts, two day shifts and one graveyard shift during a work week in order to fully staff all required institutional positions over a weekly period.

A separate in-depth analysis of staffing needs should be conducted in the future. While information was not available on the full impact of minimal staffing and the necessity for high usage of overtime, it is obvious that such a study is necessary. In addition to the high costs of employee overtime, there is also an implied impact on staff efficiency and morale when employees must work long hours beyond the normal work shift in order to insure shift coverage. Employee absences of those on sick and annual leave, and those absent for training, often for extended periods, require additional work hours from available staff. Staff turnover rates in the Division may be high and impact negatively on staff efficiency. An examination of this problem area is beyond the scope of this study.

Present capacities of the various institutions may be above the existing rated capacities (operationally efficient capacity) due to emergency changes made in recent years to expand the institutional capacity level. For example, converting recreation and library areas into dormitories increases bed capacity; however, this approach causes a loss in needed recreation and program space.

The terms inmate, offender and prisoner are used

interchangeably throughout the study. No attempt has been made to deal with the possible technical differences in these terms. These terms should be interpreted only as defining those persons who are incarcerated for any length of time. All institutions provide essential medical and dental care for the inmate population, usually under a contractual arrangement with the local medical community. This treatment is, therefore, not included under the institutional program descriptions.

A few problems were encountered in obtaining data. Inaccuracies in bed counts, weekly count sheets, and missing sentence information made the cross-checking of figures for some institutions difficult. However, no major discrepancies have been encountered which would tend to negate the conclusions and recommendations of the study.

The data obtained during this study represents the inmate population situation during a relatively short time period. The intent of the study is to present for examination factual, descriptive material primarily concerning placement of inmates and space utilization for each correctional institution during the study period. Peripheral concerns such as staffing and programming are also at least partially examined. The scope of the conclusions has been limited by the narrowness of the data base.

ORGANIZATION OF THE STUDY

Part II of the study attempts to provide a brief analysis of the Division of Corrections and the interrelationships

of each of the major correctional centers. Part III examines classification policy impact and the potential impact of changes in those policies on the inmate population structure. In Part IV the study provides potential physical plant modification options and lease or purchase options which may help to alleviate the present press of the inmate population on the system. The Appendix provides detailed profiles of major institutions, facility alternatives and documents related to the body of this study.

II. ANALYSIS OF EXISTING INSTITUTIONS

CENTRAL ADMINISTRATION AND ORGANIZATION

The State of Alaska has a unified correctional program which is administered through the Department of Health and Social Services. The Division of Corrections is one of six divisions in that Department. The chief executive of the Department is a Commissioner who is appointed by the Governor. Correctional services are administered by the Division's Director who is in turn appointed by the Commissioner. All other correctional positions are appointed through the state merit system which sets minimum qualifications and regulates hiring procedure.

The implementing authority and philosophical guideline for the corrections function stems from the Alaska Constitution Article 1, Section 12 title "Excessive Punishment." It says in part:

" . . . Penal administration shall be based on the principle of reformation and upon the need for protecting the public."

Specific statutes, court rules, administrative codes, and judicial rulings define the parameters of the Division of Corrections' responsibilities and authority. Statutory limits and authorities are found in Title 33 "Probation, Prisons and Prisoners," Title 12 "Criminal Procedure," and Title 47 "Welfare, Social Services and Institutions." AS 44.29.020 specifically gives the Department of Health and Social Services the responsibility for the management of state institutions as well as probation and parole services.

The Division of Corrections is responsible for custody, rehabilitation, treatment, probation and parole services, the interstate compact on juveniles and the interstate compact on probation and parole.

Most activities of the Division are administered to provide services at regional levels in partial response to the geographical, economic, social, and cultural differences in the state. The entire Division of Corrections had 470 personnel authorized by the Legislature for FY 1977 plus several additional temporary and part time personnel. The authorized budget for FY '77 was approximately nineteen million dollars of which 10.4 million went to operation of adult institutions, 5 million to juvenile facilities, 2.5 million to probation/parole field services and 1 million to administrative/support costs.

The Director of the Division is located in Juneau with a large staff of correctional administrative personnel among whom are a Deputy Director, the Assistant Director for Institutions, and an Assistant Director for Probation, Parole and Juvenile Services. Superintendents of the nine state correctional centers (Eagle River, Anchorage Annex, Anchorage Third Avenue, Fairbanks, Palmer, Juneau, Ketchikan, Ridgeview and Nome) report to the Assistant Director for Institutions. Three regional probation/parole administrators, located in Juneau, Anchorage and Fairbanks, supervise local and district offices within each region and report to the Assistant Director for Probation, Parole and Juvenile Services as does the Superintendent of the McLaughlin Youth Center.

ADULT INSTITUTIONS

An analysis of each of the Division's ten major institutions can be found in Appendices A through M which also includes details of the operations of the Bethel Jail contract facility, Federal Bureau of Prisons and "Outside" juvenile placements. A more generalized analysis of the primary function of these institutional components and their interrelationships may adequately describe the custodial system at this point.

The Anchorage Correctional Center Annex is the only adult facility in Alaska which is primarily oriented toward holding adult male pre-trial detainees. That is, the population is predominantly made up of male adult inmates who have been incarcerated pending arraignment and/or trial and sentencing or release by the courts. After sentencing, these detainees, now convicted offenders, must be classified for transfer to a short or long term holding facility. The in-state institutional options typically include transfer to the Third Avenue facility in Anchorage for short term misdemeanants or to Palmer, a minimum security work camp, for those who meet the minimum security criteria there. There are no bars, cells, or fences at the Palmer Camp. Longer term sentenced male adults, typically 6 months to 3 years may also be classified and transferred to Palmer or to Eagle River. The latter institution does have multi-security level capabilities including single cells and rooms, perimeter lighting and fencing and electronic surveillance and security mechanisms and equipment. The program at Eagle River is sophisticated in that advanced psychological programming,

including behavior modification techniques through a four phase progression, has been instituted.

Further, for those offenders requiring a more secure setting as related to the nature of the offense, length of sentence, prior criminal history or escape risk, inmates may be transferred to the Juneau or Fairbanks institutions where greater custodial supervision and security is available. Those offenders with extremely long sentences and/or those who pose extreme security risks if housed within Alaskan institutions may be transferred to the Federal Bureau of Prisons under the terms of a long standing reciprocal contract with the FBP. Over 100 Alaskans are now housed in Federal prisons.

The much smaller institutions, and former territorial Federal jails, at Ketchikan and Nome typically hold local offenders while they are awaiting judicial dispositions or serving relatively short sentences (less than one year). The Bethel (contract) jail functions similarly to the Nome and Ketchikan facilities. Anchorage area adult female inmates are now housed at the Ridgeview Correctional Center, which holds adult females in pre-trial or convicted status.

While Ridgeview houses only adult women, either detainees or convicted offenders, Palmer, Eagle River and the Anchorage Third Avenue institutions hold only sentenced male adults. All other Divisional institutions (Nome, Fairbanks, Juneau, Ketchikan) hold the full range of possible offenders including juveniles and adults, male and female, sentenced and

unsentenced, misdemeanants and felons. The McLaughlin Youth Center is the only division operated institution within the state and provides for long term treatment of 135 delinquent youths. Approximately 40 Alaskan delinquents are housed in institutional settings outside the state for reasons of security and treatment.

INSTITUTIONAL INTER-RELATIONSHIPS

Adult offenders are often transferred from one institution to another as their status changes. With the service of time, the changes in custodial behavior and risk factors, and progress (or lack of it) that an offender experiences during his incarceration he may be transferred to a less secure setting or a more secure setting depending on his individual progress. This movement of prisoners within the correctional system is almost totally dependent upon the administrative policies and procedures set by the Division's upper management personnel. The interrelationships of the various institutional Superintendents is also a critical factor. That is, Superintendent A must work cooperatively with Superintendent B if transfers of offenders from one institution to another are to be carried out without undue difficulty. These movements must take place within the overall guidelines established by the Director.

If overcrowding takes place within any institution it may impact dramatically on the functioning of the other institutions and finally the entire system. Overcrowding may be due to increased arrest and/or conviction rates, internal Division of Corrections policies which determine prisoner

eligibility criteria and institutional space utilization, or a combination of both.

Table 1 summarizes the capacity and population of each institution on the date it was surveyed. The data from Table 1 indicates, as an example, that a severe burden has been placed on the Anchorage Annex, but an analysis of the Annex profile demonstrates that this overload is not caused by the number of pre-trial detainees. In fact these detainees (averaging 91 per week) could be comfortably housed in the Annex with the removal of all female inmates and all sentenced males.

Also indicated in this table are generally greater capacity levels in most other institutions than actual numbers of inmates present. However, the total capacity figures reflect all beds within the institutions and do not reflect the need for continually available "spare" beds for emergency use and special problem inmates.

In order to examine the problem of prisoner placement and movement within the system each major institution has been described through an analysis of its physical plant, staffing, program needs, classification, security and special concern problems. These descriptive analyses have been followed by recommendations which are summarized here based upon the correctional center profiles. The Appendix (A through M) provides the detailed profile data for each of the system's correctional placement options as they currently exist. Recommendations for physical modifications to existing correctional facilities will be discussed in Part IV.

Table 1

Institution Capacity and Populations on Survey Date

	<u>Survey Date</u>	<u>Total Capacity</u>	<u>Total Population</u>	<u>Average Population</u>
Anchorage Annex	Dec. 1	134	145	145
Anchorage Third Avenue	Dec. 16	90	62	59
Eagle River	Dec. 8	100	58	62
Palmer	Nov. 30	54	39	39
Fairbanks	Dec. 20	155	132	133
Juneau	Dec. 7	137	110	109
Ketchikan	Jan. 2	30	19	22
Nome	Jan. 2	38	15	15
Bethel	Jan. 2	24		15
FBP	Dec. 7	N/A	103	N/A
Total		762	683	599

Total capacity: actual count of all currently available beds determined by Superintendent.
Total population: actual count of all offenders on survey dates determined by Superintendent.
Average population: average of total inmate count for the six week survey period.

SUMMARY OF RECOMMENDATIONS OF CORRECTIONAL CENTER PROFILES

The following recommendations provide a summary of the recommendations made for each of the correctional centers. Underlying all recommendations is the generally recognized need to establish all central classification functions in the Anchorage area. The arbitration model used for juveniles (see Appendix K) provides a possible example. The central classification committee should travel to all institutions outside the Anchorage area to reclassify offenders who have been reviewed at the quarterly meetings of the Parole Board.

Anchorage Correctional Center, Annex

All sentenced male offenders should be moved to the Third Avenue institution; physical modifications should be implemented as recommended in the Clearinghouse report as quickly as possible; increase staff by at least one probation officer; survey additional staffing needs following reorganization; develop full-scale programming effort in conjunction with physical improvements; move all classification functions to the Third Avenue facility; develop diversionary programming for pre-trial detainees who qualify; develop alcohol, drug abuse and mental health programs. Diversion programs should be developed in cooperation with the police, prosecution, courts, community treatment and resource programs, and a halfway house.

Anchorage Correctional Center, Third Avenue

All classification administrative functions for the Division should be relocated to the Anchorage area for greater efficiency; the Third Avenue facility should be utilized to house only those offenders serving less than 30 day sentences and those newly sentenced offenders awaiting initial classification action; enclose roof area for recreation space; increase CO I staffing as necessary and add one probation officer; increase voluntary and community service program efforts; increase alcohol, mental health and drug abuse programming; install second floor exit, fire doors in upstairs dorms, and a fire escape ladder; add metal detector to equipment purchase for visitor screening; this facility should be established immediately as a short term interim holding and classification facility similar to its function prior to mid-1974.

Eagle River Correctional Center

Expand eligibility time criteria for sentenced offenders to within five years of their minimum projected release

date; fund full-scale prison industries and community programming efforts within the institution; expand mental health, alcohol, and drug programs; consider flexible security levels within the housing/program areas; add sufficient staff so that full programming can be developed; add one vocational instructor whose full-time responsibility is teaching; approve the capital improvement funds for at least one of the two additional housing units; return or replace materials and programs which were removed to Ridgeview.

Palmer Correctional Facility

Increase offender capacity to 102 and add necessary staff; construct 10 security cells; increase security level to medium, to increase the potential eligible inmate bank; increase mental health and alcohol programming through existing state resources; ensure that Palmer staff and offenders perform all modifications and construction tasks; develop a daily transportation service to the Anchorage institutions and a weekly bussing service between Fairbanks and Southcentral Alaska for the expeditious transfer of offenders.

Fairbanks Correctional Facility

Transfer as many sentenced male misdemeanants and felons as possible to Eagle River and Palmer; add necessary and essential staff positions (further study is needed); fund small modular unit building for industry program; implement weekly transportation (bussing) service between Southcentral Alaska and Fairbanks; utilize fully a local pre-release, halfway house program which can also serve as a diversion program for the courts in lieu of full incarceration of low risk first offender felons and many misdemeanants; expand alcohol and mental health program services.

Juneau Correctional Facility

Classify and transfer as many sentenced male offenders as possible to the Palmer and Eagle River Correctional Centers under the present classification criteria; implement as soon as possible modifications to the Palmer security perimeter and program, and change the projected minimum release date criterion for Eagle River from three years to five years, in order to transfer the maximum possible number of sentenced males from Juneau; give immediate attention to the feasibility of moving modular units to house adult females and juveniles onto the institution grounds adjacent to the existing facility; commence planning for gymnasium/multi-purpose area immediately.

Ketchikan Correctional Facility

Transfer all offenders with more than one year remaining

to be served and all those offenders whose home of record is other than Southeastern Alaska to the northern correctional institutions; utilize a community halfway house program for low risk pre-trial detainees, misdemeanants and felons who are approved by a citizen's advisory board for participation in this program; renew efforts to re-examine the 1974 study of Ketchikan's correctional needs with active solicitation of a citizen's group; upgrade necessary CO I positions to CO II; add a psychological counselor and necessary CO I positions to the staff for services to the jail and the detention center (these positions may form the nucleus for a halfway house staff with a lesser requirement for additional custody staff at the jail for a decreased population); develop additional mental health, alcohol/drug, and educational/vocational programming through community resources.

Nome Correctional Center

Finalize all fifteen PCN's for existing staff; add other essential staff positions; deposit one to three thousand dollars with GSA for minor modifications to the physical plant; purchase a copier; expand program budget; transfer eight to ten eligible male sentenced offenders from other correctional centers to Nome.

Bethel Jail

Begin efforts to gather essential data concerning the Bethel area as a regional service center for correctional clientele; give priority attention to a new facility and full program services development in the correctional master plan; develop a halfway house program in Bethel for minimum security offenders and pre-release offenders returning to the Bethel region; with the assistance of the local probation officer, a complete inventory of community resources and the potential for developing community volunteer programs should be developed immediately.

Ridgeview Correctional Center

Increase program and equipment budgets immediately; add essential staff positions in order to make the program fully functional; expand capacity by shifting administrative offices to the unused areas of the institution and converting existing offices to dormitories (to be done with minimal expenditures); utilize remaining space in the new administrative area and/or the four self-contained apartments above for a full-scale halfway house, pre-release and partial incarceration center for male offenders from Southcentral Alaska.

McLaughlin Youth Center

A complete examination of the Alaska juvenile justice system and processes and a comprehensive plan for alternatives to institutionalization should be considered a priority in the correctional master planning effort; planning for construction of a gymnasium at MYC should commence as soon as possible in order to eventually provide indoor recreation and physical exercise space for the confined and active juvenile population; a model similar to the juvenile classification process should be adopted for classification of adult offenders statewide.

Federal Bureau of Prisons

Implement immediately a policy which clearly delineates the Chief of Classification for the Division of Corrections as chairman of the out-of-state (FBP) classification committee in compliance with the existing job description for this officer. Change the FBP classification criteria so that only long-term offenders with sentences of 10 years or more and projected minimum release dates of 1983 and beyond may be considered for FBP placement, permitting only rare exceptions to this criterion for clearly demonstrable and written reasons; (individual and behavioral characteristics rather than length of sentence should be the primary criteria used in classification for FBP). Develop clearly worded written criteria for behavioral or past-record concerns that would screen out long-term offenders who pose no security threat if retained within Alaskan facilities. Return as many prisoners as possible having minimum projected release dates of 1982 or earlier to Alaska, with emphasis on those having substantial community contacts that might contribute to rehabilitation; develop full-scale re-entry programs for those offenders returning from FBP to Alaska, including pre-release and release follow-up programs.

Juvenile Incarceration Outside of Alaska

Assign a high priority to development of alternatives to the placement of Alaskan juvenile delinquents outside the state for long term treatment and care; commence data acquisition and initial planning for alternate care options in lieu of the institutionalization of juveniles in-state; both of these recommendations should receive the full attention of the correctional master planners and be a priority concern addressed by the master plan.

III. ANALYSIS OF CLASSIFICATION POLICIES AND PROCEDURES

MANAGEMENT OF THE CLASSIFICATION FUNCTION

The Task Force on Corrections made specific recommendations concerning the restructuring of classification services. Among these recommendations was the creation of a new middle management position to be known as Chief Program and Classification Officer. Further, they recommended in their December, 1975, report:

"All prisoner classification for the Anchorage area should be done at the Third Avenue facility. There should be a permanent employee of the Division of Corrections in Anchorage whose sole function it is to sit on the classification committee to provide consistency in classification. . . . The Chief of Programs and Classification as outlined. . . should monitor and supervise all classification committees." (emphasis added)*.

Governor Hammond reiterated this recommendation in his message over public television in Anchorage in his complete review of the then current correctional situation:

" . I am directing the following: As soon as renovations are complete, all classification for the Anchorage area will be done at the Third Avenue facility. There will be a permanent employee of the Division of Corrections in Anchorage whose sole function is to sit on that classification committee so as to provide consistency." (emphasis added)**.

In the two year period since the Task Force recommendations and the Governor's directive were issued the Third Avenue facility has not been given the classification respon-

* Andrew Warwick, Chairman et al, Report on the Task Force on Corrections, Juneau, Alaska, December, 1975, p. 6.

** Jay S. Hammond, Governor, Corrections Task Force Statement, Anchorage, Alaska, December 12, 1975, pp. 14-15.

sibilities it was to receive. Although a Chief of Classification position was created and placed in Anchorage, it was moved to the Juneau Central Office of the Division. One of the reasons expressed for justifying the transfer of this position to Juneau was for improved communication and faster action on classification processing. Ironically, the various Southcentral and Northern Superintendents feel strongly that the reverse is now true. Classification actions and the resulting transfer procedures are now evidently at a new all time low. The Superintendents argue that the backlog and continuing pressure for classification actions are in the Anchorage to Fairbanks region and that the greatest need is to have the Chief of Classification position permanently located in Anchorage, as was originally directed by the Governor and his Task Force.

The Chief of Classification position should be returned to Anchorage from Juneau immediately to commence work on the directive from the Governor and the Task Force as outlined in the 1975 statements. All classifications of newly sentenced male offenders in the Anchorage area should be completed at the Third Avenue institution which should be authorized and permitted to carry out the Governor's mandate.

It would seem logical to house the classification officer in the present offices of the Assistant Director in Anchorage.* Further, the Chief of Classification's

* During the time-span of this study the Division of Corrections acquired the approval of the outgoing Commissioner of Health and Social Services for the transfer of the Assistant Director from Anchorage to Juneau, contrary to the Governor's Task Force recommendations.

responsibilities should be expanded so that he is given full authority to approve or disapprove of all classification actions initiated by the institutional superintendents, with review and appeal processes given to the Assistant Director who already is responsible for overseeing and supervising all institutional operations statewide. These changes in authority and responsibility would serve to expedite the classification and transfer of prisoners precisely where the problem is located. A sound argument can be made that these middle management positions may be reduced to little more than clerical functions without the granting of the full authority and responsibility implied in justifying the creation of the positions.

It would also seem appropriate that the Chief of Classification would chair all out of state (FBP) classification committees as his job description dictates. This practice has not been followed and adds to the existing loss of coordination of the classification process.

Additionally the Chief of Classification should chair a classification team which quarterly follows behind the Parole Board hearings at each institution to review and re-classify offenders whose status may be changed because of Parole Board action. This should be an additional tool in the effort to balance institutional populations and insure adequate in-house and pre-release placements of inmates statewide.

CLASSIFICATION AND TRANSFER PROCEDURES

At the present time a Superintendent and his staff

are responsible for the classification of all newly sentenced offenders in his custody. A classification committee makes a recommendation for prisoner placement which is sent to the Superintendent at the intended placement institution. At the same time a duplicate packet is sent to the Juneau-based Chief of Classification. The Superintendent receiving the packet reviews the recommendation of the originating classification committee and the information contained in the packet and decides that he will or will not accept the inmate for transfer. He informs the Chief of Classification of his decision. The Chief then presents the information to the Director of the Division of Corrections for final approval or disapproval. Both the sending Superintendent and the potential receiving Superintendent are notified of the Director's decision. If the transfer is approved the Alaska State Troopers are asked to arrange for transportation and prisoner escort. If the transfer is not approved the process is reinstituted.

The cumbersome nature of this procedure is amplified by the duplication of effort and by the need for the top Divisional administrator to make decisions on every inmate who may or may not be transferred within the correctional system. A much more efficient and expeditious procedure is possible.

Since all institutions currently have specific classification criteria spelled out concerning which types of inmates they may accept, it would seem that the present procedures could easily be modified.

For example, Eagle River can accept in general offenders having less than three years remaining to be served and posing no great security risks. It should be possible for the originating classification team to recommend and transfer inmates who in their best judgment meet the criteria, with the approval of the Chief of Classification. Unless the Eagle River institution was full to capacity, the Superintendent there would automatically receive the new offender into his population. Only after the inmate had arrived and an in-house evaluation and screening process had been completed would the receiving Superintendent and his classification team be able to recommend some other placement. This would help to relieve the pressure from the originating institution and expedite the offender's transfer to a "program" institution. Delays due to the press of other work, mail and supervisory priorities would not slow the process of prisoner transfer.

Any problems encountered could be processed between the two principal administrators directly - the sending Superintendent and the Chief of Classification - with the Assistant Director acting as arbitrator whenever necessary. The Assistant Director should be able to maintain daily records on institutional capacities and available bed space statewide from his Anchorage office.

Transportation procedures should also receive attention. A policy should be developed which would authorize personnel from either the Palmer or Eagle River institution to provide daily (or as frequently as necessary) bus service

between downtown Anchorage and the outlying institutions for the transfer of inmates. Offenders being sent to either Eagle River or Palmer will not be in a high security risk category since neither institution can accept that category of inmate. Most short term misdemeanants can easily be moved to the Palmer work camp without risk. Simple but effective security precautions can be implemented in the actual transport. Additionally, weekly bus service should be implemented by the Division between Fairbanks and Palmer/Eagle River for the same purpose. Inmates being released in the Fairbanks area can be returned the week prior to actual release. Others can be transported to southcentral Alaska from Fairbanks to serve their time, become involved in programs and relieve population pressures on the overcrowded northern facility. As an alternative to the use of institutional staff the Assistant Director might direct from his office a specially trained group of two or three correctional transportation officers whose sole function is the transportation and escort of inmates between institutions. A 20 passenger bus in excellent condition is already available and used occasionally by the Division in the Anchorage area.

MODIFICATION OF CLASSIFICATION CRITERIA

It is possible to consider expanding the criteria for inmates eligible for placement at Eagle River to those who are within five years (from the present three) of their projected minimum release date. This possibility becomes increas-

ingly important as the inmate population statewide continues to grow. When pre-sentence incarceration time and statutory good time are subtracted from an offender's sentence, and when the offender is by law eligible for parole consideration after having served a minimum of one third of his sentence (depending on his behavior and progress), then expanding the eligibility criteria poses no real security problem.

This policy would further enhance the list of inmate eligibles from the Fairbanks and Juneau institutions to lessen the impact of growing populations in those facilities. If all other behavioral criteria are met then the length of time to be spent at the Eagle River institution should not be difficult to cope with for any given offender.

In a related area, it is important to consider the impact of classification policies and decisions on parole outcomes and vice versa. For those offenders who are by law eligible for parole consideration or are about to become eligible, internal institutional classification and the placement of an offender in a given institution or program can weigh heavily on parole decisions. There is evidence that the probability of parole is no longer considered within the classification process. In 1976 those offenders who were paroled had served an average of 40% of their full sentences.* It seems now that Division policies dictate the use of statutory good time only

* This statistic and some of the comments that follow were voiced by Sam Trivette, Executive Director, Alaska Board of Parole, Juneau, Alaska, January 4, 1978.

in projecting an offender's likelihood of release. Even those offenders who were granted pre-dated parole have not been classified for pre-release or halfway house programs.

Tight classification policies have been at least partially responsible for a tightening of parole outcomes. More offenders are residing for longer periods of time inside the institutions and contributing to overcrowding and higher costs. When there is little program development, community interaction opportunities or pre-release experiences with which to judge an offender's behavior and adjustment the Parole Board loses an effective measurement device with which it could evaluate the offender's readiness for full release.

The community release programs of the Division have been drastically curtailed or are non-existent. Although the parole revocation rate has risen recently based on technical violations, i.e., special conditions imposed by the Parole Board, as opposed to law violations, the Board has apparently been reluctant to re-incarcerate an offender for these minor violations. Board members feel that the offender will not receive adequate community re-entry programming consideration by the Division of Corrections. In several of these cases the Board has revoked the offender's parole and then re-paroled him after re-establishing firm guidelines and requiring more intensive supervision.

When the Parole Board determines, after reviewing an inmate's application, that they will again review his case within the next quarter or half-year with the intention of

paroling him, the Division should make every effort to prepare the offender for actual release by allowing him the opportunity to participate in a pre-release program - probably through a halfway house - at work or education release. He should receive assistance in locating a job, permanent housing and in the renewal of family ties where appropriate.

If the offender does not receive this type of assistance, he may not receive parole since the Board will have no measurement of his potential for success. If he is paroled, he is simply released into the community with minimal or no preparation; his chances of success are thus dramatically reduced. Those who do not apply for parole, or those who have "flat timed" their sentences, need this same type of pre-release program opportunity. Certain risks and minor incidents must be anticipated in this type of programming, but a well organized and managed halfway house can be an extremely productive and worthwhile endeavor at relatively low cost.

It may be unfair to chastize Corrections when pre-release program offenders fail, but it is certainly not unfair to criticize Corrections when it makes little effort to assist offenders about to be released. Classification policies must provide for these situations in light of the state constitutional mandate. It can be argued that the public is not protected when offenders are released directly from institutions with little or no preparation.

CLASSIFICATION AND POLICY IMPACT ON BED SPACE

Generally, institutions themselves are classified as to security level and program offerings. It is the task of the classification committee to match the offender's needs as closely as possible to the resources of the available institutions. Problems quickly develop, however, if there is not adequate space in the appropriate facility. Either inmates already residing in the institution must be reclassified and transferred elsewhere to make space available for new arrivals, or additional space must be developed at that facility. The second alternative too often translates to costly modifications to the physical plant, or the building of additional similar institutions at even greater cost.

Moving offenders about within a correctional system is usually a more beneficial and far less costly option, if space remains available elsewhere in the system. In Alaska, the Anchorage Annex and the Fairbanks and Juneau Correctional Centers are currently overcrowded. However, available bed space and under-utilized facilities exist at the Anchorage (Third Avenue), Eagle River, Palmer and Nome correctional institutions. An examination of why this available space is under-utilized and how it might be used to full potential has become a very important issue from an economic and a programmatic viewpoint.

Each of the under-utilized institutions has space available for additional sentenced male offenders. Each of

the overcrowded facilities could benefit from the transfer out of many of its sentenced male inmates. A balancing-out of populations would appear to be in the best interests of inmates, correctional staffs, and the tax-paying public. The key to this apparent dilemma rests within administrative prerogatives of the manager of the correctional system.

If offenders from Juneau or elsewhere who meet the classification criteria for Eagle River cannot be found, for example, then the two most efficient administrative options available as remedies are: 1) a change in the classification criteria for the receiving institution so that additional offenders become eligible; and, or 2) improving the security level at the receiving institution at relatively little cost by either increased supervision or increased security hardware (compared to large capital expenditures for additional facilities).

Nome can accept 8 to 10 sentenced male adults who are within one year of mandatory release; Anchorage (Third Avenue) has room for 20 if all unsentenced offenders were removed to the Annex; Eagle River has room for approximately 30 sentenced males, and Palmer provides the opportunity for housing 15 additional offenders immediately. Nome and Eagle River can generally accept medium custody inmates, while Palmer is generally structured for minimum security offenders posing little escape or behavioral problem risks. However, Palmer presents an excellent opportunity for change of institutional classification (or at least flexible classification)

and increased capacity.

Palmer has provided the State Division of Corrections with a continuous work camp correctional environment for many years. As inmate population pressures change statewide it may now be time to consider the need for change at the Palmer camp at low relative cost. Institutional capacity can be doubled, ten security units can be constructed and some form of perimeter security can be installed in order to permit a change in institutional classifications from minimum to medium or perhaps remain minimum with a medium security component. Additionally with increased security and staffing, Palmer is capable of providing almost immediately 48 new beds not otherwise previously available at relatively lower cost than might be required elsewhere in the present system for a like number of beds.

In any case, with necessary changes in the classification policies of the Division of Corrections and attention to increased security and staffing, the correctional system has unused bed space almost immediately available now for 75 sentenced male adults, and potential for an additional 48 beds at Palmer above its current capacity, for a total of 123 available beds statewide. Efficient utilization of available and potentially available bed space should be the primary objective of the Division of Corrections. At the same time appropriate security levels can be developed.

Table 1 in Part II summarized the capacity and popu-

lation of each institution on the date it was surveyed. Table 2 following indicates the number of sentenced adult males in each institution, and projected release dates. Sentenced males account for just under three-fourths of all offenders incarcerated under the Division's authority. An initial conclusion is that sentenced male offenders may be labeled as that segment of the population responsible for the greatest pressure on available bed space on a system-wide basis. A closer examination of the data reveals that of this majority of sentenced male offenders, approximately 65% are within three years of their projected minimum release dates.* At the present time in the Alaskan correctional system there are over 300 sentenced males who will be mandatorily released within the next three years (1978, 1979, 1980). Since the Palmer and Eagle River institutions both currently have three year eligibility criteria (i.e., offenders accepted at these institutions must be within three years of the projected minimum release date) the number of potential inmate eligibles becomes extremely important. Out of the approximate 300 only 95 are presently residing at Eagle River and Palmer.

It can be argued, of course, that time alone is not the only criterion and that escape risk, potential for violence and behavioral problems must also be considered. Again, probably no more than 15% of the total population should be

* The projected minimum release date is computed by subtracting all statutory good time allowable from the length of the sentence. SGT is determined by the length of the sentence for computation purposes. The projected minimum release date does not consider eligibility for parole or actual parole potential. In other words, this release date computation does not consider parole as an alternative.

Table 2

Minimum Projected Release Dates - Sentenced Male Population

	<u>Sent. Males</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>	<u>Unknown</u>	<u>Sentenced male popu- lation with 3 years or less remaining</u>	
									<u>Number</u>	<u>Percent of Sent. Males</u>
Anchorage Annex	44	2	8	8	2	7	8	9	20	46
Anchorage Third Avenue	57	35	18	0	2	0	2		55	97
Eagle River	58	0	32	23	1	1	1		56	97
Palmer	39	11	23	5	0	0	0		39	100
Fairbanks	74	0	15	13	13	14	13	6	41	55
Juneau	95	5	28	13	18	12	19		64	67
Ketchikan	15	0	9	4	0	1	1		13	87
Nome	5	0	5	0	0	0	0		5	100
Bethel	Unavailable									
FBP	99	0	12	5	7	4	71		24	24
Total	486	53	150	71	43	39	115	15	317	65

Sentenced males: actual count of all sentenced males on survey date.

Percent: percentage of sentenced male population to be released (minimum projected release date) on or before 1980.

considered maximum security inmates. Out of the remaining inmate eligibles now housed in the most overcrowded facilities (Juneau, Anchorage Annex, and Fairbanks) there should be 123 offenders who would meet the complete criteria for placement at Nome, Eagle River or Palmer. Even if expenditures for increased "hardware" or for increased staff are found necessary, this alternative would be palatable compared to the cost of new construction. This does not, however, preclude the need for a long term bed space analysis but does offer a feasible interim solution to alleviate at least a part of the overcrowding. The movement of eligible inmates to Nome, Palmer and Eagle River would immediately and at least temporarily remove some of the pressure from the Fairbanks, Juneau and Anchorage Annex institutions.

At the Anchorage Annex during the period of this study there were as many as 39 sentenced males and 19 sentenced and unsentenced females. With removal of all females and sentenced males that institution would no longer be overcrowded. Even using the highest population count at the Annex during the period studied (161 on Dec. 19th) if the combined total from above were subtracted ($161 - 58 = 103$) the institution would have 30 free beds. The Third Avenue high of 10 unsentenced males (Dec. 12th and 19th) could be returned to the Annex and still leave 20 free bed spaces. Again, this does not solve the long term problem but does provide an interim solution.

These examples, and others that can be garnered from the institutional profiles and Tables 1 and 2, point to the need for administrative and managerial attention to available options.

IV. ANALYSIS OF PHYSICAL SOLUTIONS TO OVERCROWDING

FACILITY OPTIONS OVERVIEW

If implemented as recommended in Part III of this study, certain changes in the classification policies and procedures of the Division of Corrections would have a beneficial impact on equalizing the populations of the various correctional centers at relatively low cost. There is evidence that the Division has begun to initiate this equalization process at least partially as a result of this study effort. Even with substantially improved classification processes and transfer procedures, there will be a shortage of physical space for the number of offenders that the Division can house given its present bed space capabilities statewide. There is an undeniable need, therefore, to examine options for developing additional bed space which may provide temporary or permanent housing short of major new construction. These options are divided between: 1) modifications to existing correctional centers; and 2) the lease or purchase of existing facilities which may be available for correctional use.

In keeping with the Legislative Interim Committee on Corrections' request for development of interim housing space options, these alternatives are offered with the understanding that major long term planning solutions should appropriately be left to the correctional master planning effort. It is important to point out that any selected interim solutions may have an impact on the direction of long term planning. Short and long term planning must of necessity be directly related.

Less costly interim solutions may potentially save millions of tax dollars, required for the construction of new facilities, and still provide additional bed space. Haphazard solutions may not be beneficial to sound correctional planning for the distant future. However, the immediate availability of less expensive space development options may negate the need for costly new facilities. Facility options are, therefore, worthy of examination.

OPTION ONE: MODIFICATION OF EXISTING CORRECTIONAL FACILITIES

The potential for facility modifications and increased bed space is explored thoroughly in Appendix A through K of this study for each of the Division of Corrections' existing institutions. Presented here are the summaries of those institutional profiles as they relate to increasing the bed capacity of each of these facilities.

Anchorage Correctional Center Annex

It is doubtful that bed capacity can be expanded at the Annex without major new construction which may add new wings or a second floor to the presently leased building. However, building modifications as recommended in the Clearinghouse Review (see Appendix O) should be considered a high priority, as should the policy changes and operating procedures recommended in that review and in this study. These changes would have an impact on the potential number of offenders who are now incarcerated at this facility in that alternative methods of processing and housing offenders would result in decreased demand on present space. Immediate policy changes could provide at least 20 additional beds.

Anchorage Correctional Center, Third Avenue

The potential for physically increasing the present capacity of the Third Avenue institution is negligible without major construction, but major modifications to this structure appear to be impossible due to the nature of the design of the building. Most interior walls are apparently load-bearing in design and, therefore, do not provide for reconstruction or remodeling

potential. Full utilization of available and under-utilized space is possible, however, with changes in Division policies which would result in providing bed space for approximately 20 additional offenders.

Eagle River Correctional Center

The Eagle River facility can accept up to 30 additional sentenced males in space identified as available during the course of this study. Further, although it would require major capital improvements, the institution can expand its capacity by 40 or 80 beds with the addition of the originally designed housing units (two 40 bed units). Planning should commence immediately on this alternative.

Palmer Correctional Center

The Palmer facility can accept 15 additional sentenced males at the present time without physical modifications. The potential exists at Palmer for increasing the present capacity of 54 to a capacity of 102 with relatively minor modifications to the physical plant. Beds and bed space already exists for housing 102 offenders with the purchase of 40 sets of mattresses and bedding. With the purchase of these supplies for the increased population, 10 security single units should be constructed (at a cost of approximately \$35,000 with available staff and inmate labor). Additional staffing would also be required (see Profile, Palmer Correctional Center), as would an increase in perimeter security.

Fairbanks Correctional Center

The potential for increasing the bed capacity at the Fairbanks institution is negligible without major construction. Most of the 41 sentenced males who are within three years of their mandatory release should qualify for transfer to Eagle River and Palmer, thereby alleviating some of the overcrowding at the Fairbanks Correctional Center. Use of the present contractual halfway house should be expanded.

Juneau Correctional Center

Increasing the capacity of the Juneau institution is not practical without major costly modifications with one exception. With the purchase of a small modular unit which could be attached to the facility, or placed nearby, for the purpose of housing the women (average 1 per week) and juveniles (average 1 per week), 21 bed spaces now being held for these two groups could be made available for the housing of male prisoners inside the present institution. This would appear to provide a relatively cost effective use of available space. Additionally, most of the 64 Juneau inmates (but at least 20), who will be released during or before 1980, should be eligible for transfer to Eagle River and Palmer.

Ketchikan Correctional Center

The present Ketchikan institution presents no opportunities for increasing the housing capacity. Planning must commence immediately for replacement of the existing facility. Although the institution has room at the present time for approximately five additional offenders, the facility should not be used for other than short term offenders from the Ketchikan area.

Nome Correctional Facility

Nome can immediately accept approximately 10 offenders, who are within one year of their minimum projected release dates, from other correctional centers. The Nome staff estimates that there are approximately 32 offenders statewide who meet this criteria. These offenders should preferably be from the northwest region of Alaska. Building expansion is not feasible. Minor security modifications would improve the custodial operation.

Bethel Jail

The Bethel Jail offers no expansion capability. The facility should be replaced by a regional correctional center as soon as possible.

Ridgeview Correctional Center

The current capacity level for housing female adult offenders at Ridgeview can be expanded by 16 to 20 beds. The current multi-purpose room in the sentenced women's area can be converted to living space for four women. At least three administrative offices can also be converted to dormitories for 4 women each. The second floor area and space on the floor below can be utilized as a halfway house program for approximately 15 to 20 males. Administrative offices should be consolidated into smaller available spaces and moved to the potential first floor halfway house area. The small house on the institution grounds should be utilized as a multi-purpose area for the women.

McLaughlin Youth Center

Major expenditures for capital improvements would be necessary at MYC in order to increase juvenile housing capacity. Construction is about to begin on expansion of the closed treatment unit which will provide additional space for 10 juveniles. Although a gymnasium would not provide increased bed space, construction of this facility is viewed as a priority by McLaughlin staff.

SUMMARY, OPTION ONE

Option One can provide at very low cost approximately 75 beds immediately for sentenced male offenders and 20 beds for

unsentenced male offenders. Table 3 provides additional information for the expansion capabilities of existing institutions according to option levels. Spaces for 284 offenders can be made available at relatively low cost and in relatively little time compared to new construction efforts.

As stated earlier, there is evidence that the Division administrators have begun to initiate a balancing of populations effort as suggested in option Level 1. A complete adoption of Level 1 expansion capabilities and the expansion to Levels 2 and 3 will provide an adequate interim solution to overcrowding at much improved cost benefit ratios over new major construction alternatives. This procedure, if adopted, will allow purchase of the time necessary for completion of the master plan and also allow sufficient lead time for any essential new construction determined to be necessary within the long range plan.

OPTION TWO: PURCHASE OR LEASE OF OTHER FACILITIES

"Other facilities," for the purposes of this study, refers to vacant, and available buildings or structures which present the potential for physical modification to facilitate the housing of offender populations. The time constraints for completion of the study did not permit a total statewide inventory of facilities meeting this criteria. Two existing facilities located in Southcentral Alaska are offered as examples of potential space alternatives which may help to alleviate overcrowding by utilizing state lease or purchase arrangements.

Table 3

Short Term Expansion Capabilities for
Existing Correctional Centers

	Level 1 Exist. Beds	Level 2 New Beds	Level 3 New Beds	Total Bed Spaces - All Options Combined
Sentenced males	75	+89=164	+80	= 244
Unsentenced males	20			= 20
Females	—	<u>20</u>	—	= <u>20</u>
Total	95	+109=204	+80	= 284

Level 1 - Now available (under-utilized) bed space, no physical modifications required:

Annex - 20 beds for unsentenced male offenders with removal of sentenced males and all females.

Third Avenue - 20 beds for sentenced males with removal of unsentenced males.

Eagle River - 30 beds for sentenced males within three years of release.

Palmer - 15 beds for sentenced males within three years of release.

Nome - 10 beds for sentenced males within one year of release.

Level 2 - Additional bed capacity with minor facility modifications:

Palmer - 48 beds for sentenced males within three years of release; requires additional staff, construction of 10 security units and possibly security fencing.

Juneau - 21 beds for males; with placement of a modular unit to house women and juveniles adjacent to the present facility.

Ridgeview - 20 beds for females with minor construction.
20 beds for pre-release males with minor modifications.

Level 3 - Additional bed capacity with major facility modifications:

Eagle River - 80 beds for sentenced males with construction of two additional forty-man housing units as in original design.

Old Providence Hospital

This building, located on L Street near downtown Anchorage, was recently examined in some detail for its potential for renovation and conversion to a pre-sentence detention facility for the Anchorage area, by the Correctional Unit Architect of the National Clearinghouse (see Appendix P for the complete report). Consideration for the re-use of the existing structure was viewed as an alternative to totally new construction of a detention center. The 40-year-old building was found to be quite sound and capable of supporting substantial renovation. The structure was originally designed and built to hold one or two additional stories. The criteria for the basis of the conceptual study was the same as advanced practices in correctional architecture and constitutional standards.

The site location was found to be highly desirable for its proximity to local services and resources, and despite a few limitations, the building was judged as capable of functioning adequately as a pre-sentence facility. With additional construction to complete the fourth floor over the north and south wings and with necessary interior modifications, this building could house 180 detainees. The renovation and additional construction is estimated to cost approximately \$3.86 million (adjusted to Anchorage construction costs). With the unconfirmed purchase price of approximately \$9 million the total cost of the facility borders on the lowest range of new pre-trial detention construction estimates.

Although the building would require extensive interior work and partial new construction, it is presented here as an option which may be developed over a shorter time span than would a new facility design, purchase of property and construction of a building which would house a similar number of offenders. The downtown location may not receive favorable public acceptance for correctional operations although alternative sites would probably also be proposed for the downtown area.

Ohlson Mountain

An abandoned former Air Force station is located on a 70 acre site 10.5 miles east of Homer on the Diamond Ridge Road. This site, as described in a thorough evaluation and appraisal completed in May, 1977 (see Appendix U), may lend itself to renovation and use as a correctional center for approximately 160 offenders. Of the nine buildings available, pump house #2 (1,090 square feet) and the headquarters building (53,085 square feet on the main floor and 15,500 square feet on the second floor = 68,585 square feet) offer the greatest potential for utilization. The headquarters building contained sleeping quarters for 160 people in 54 rooms, recreation rooms, officer's lounge and bar, dining room, pharmacy and treatment rooms, barber shop, dental area, radio and crypto rooms, storage rooms,

warehousing of various sizes, PX, library, laundry, sick bay, dayrooms, message center, post office, shop and large garages. The appraiser reported that the former Air Force station was built to extremely high specifications and that evidently no expense was spared.

During an on-site visit completed by the author in December, 1977, extensive vandalism of the facility was noted. However, the buildings are structurally quite sound and with an extensive renovation effort it is estimated that this facility could be made ready to house a core inmate population within one year. It would appear to be necessary to replace all electrical, plumbing, and heating systems and complete roofing, exterior window and exit repair. Upon completion of these basic renovations, offenders could be moved to the site to continue and complete further restoration with adequate materials and supervision provided. The site was, and is potentially, self-supporting in terms of utilities. A general summary is provided in Table 4.

The relatively remote location of this potential correctional facility poses both advantages and disadvantages to correctional operations not dissimilar to that of the location of the Palmer Correctional Center. Because the site is located some 10 miles from the town of Homer, the citizens of that community should not be distressed with the development of a correctional operation there. In fact, a correctional institution would provide a substantially permanent base to the area's growing economy. It is also possible to contemplate a correctional program which would enhance the area environment through inmate work projects such as stream rehabilitation, forestry trail and road projects, park construction and maintenance, etc.

On the negative side of the issue are concerns for the development of local rehabilitative program resources. Psychological counseling, alcohol and drug treatment, medical and legal resources would have to be developed from the existing community. Some of these resources are now available.

The over-riding positive factor for use of this facility as a correctional center is that the site could be developed for 160 medium security offenders in relatively little time (potentially one year) and at low relative cost (under \$5 million) compared to construction of new facilities for the same number of offenders elsewhere.

SUMMARY, OPTION TWO

The Mount Ohlson and Old Providence Hospital sites are presented only as examples of structures which might be converted to specific correctional use. Both examples have negative and positive features which must be weighed against

Table 4

Ohlson Mountain
Site Summary

Legal Description:	Legal Description by Metes and Bounds Included in Subject Property Description Section.
Size:	L-Shaped
Area:	70 [±] Acres, More or Less
Location:	10.5 [±] Miles East of Homer, Alaska
Zoning:	Unrestricted

Taxes:

<u>YEAR</u>	<u>TOTAL ASSESSED VALUE</u>	<u>LAND VALUE</u>	<u>BUILDING VALUE</u>	<u>MILL RATE/ \$1,000.00</u>	<u>ESTIMATED TAXES</u>
1977	\$66,400.00	\$42,000.00	\$24,400.00	\$7.00	\$464.80

Utilities Availability	Site Self-Contained With Lines From Kenai Electric
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Estimated Land Value:	\$64,000.00
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Estimated Property Value, As Is	\$2,900,000.00
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Estimated Property Value, As If Renovated	\$3,900,000.00
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Estimated Renovation Costs	\$1,000,000.00
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Estimated Preliminary Annual Rent Requirement	\$550,843.00
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other construction or re-construction alternatives, costs, time and space criteria.

Often the location, or relocation of a correctional institution can cause public unrest, especially from the owners of property which may be located adjacent to or nearby the proposed facility. This unrest can, of course, impact on management decisions which may be more heavily influenced by political pressure than by planning and economic considerations.

On the other hand, after an initial period of adjustment the citizens of Eagle River, and those surrounding the Fairbanks Correctional Center, the Juneau institution at Lemon Creek, and the two downtown Anchorage jails all learned to live compatibly with their correctional neighbors. An argument may be made that the community from which the offender comes has a responsibility to provide rehabilitative services in order to facilitate the return of the offender to the community as a law abiding citizen.

If Option One, policy and facility modifications to the existing correctional operations, were developed to its full potential, then Option Two, the purchase or lease of existing non-correctional facilities, may be the next appropriate level of investigation prior to the planning for construction of new facilities. Without exploring this alternative fully, the state may be overlooking potentially satisfactory resources which might lessen the need for new construction. If these resources are found to be unsatisfactory for clearly defined economic reasons, then the investigation effort will have been worthwhile and planning for new institutions might proceed on a more firm foundation.

Appendix A

Anchorage Correctional Center Annex

Sixth and C

Profile

Survey date: December 1, 1977.

Institutional classification: medium security.

Population structure: adult male and female, sentenced and unsentenced, felons and misdemeanants, classified and unclassified, predominantly unsentenced male pre-trial detainees.

Present existing capacity: 134.

Preferred operational capacity: 110.

Potential for increasing capacity: negligible.

Weekly count for survey period:

	Nov.28	Dec.5	Dec.12	Dec.19	Dec.26	Jan.2	6 week Ave.
Sentenced males	44	46	46	44	39	42	44
Unsentenced males	95	96	86	98	81	90	91
Sentenced females	7	6	7	11	6	0*	7.4**
Unsentenced females	<u>4</u>	<u>5</u>	<u>8</u>	<u>8</u>	<u>7</u>	<u>0</u>	<u>6.4</u>
Subtotal	150	153	147	161	133	132	146
Housed elsewhere***	<u>-8</u>	<u>-5</u>	<u>-5</u>	<u>-4</u>	<u>-11</u>	<u>-13</u>	<u>-8</u>
In-house total	142	148	142	157	122	119	138

Sentence range of present population: unsentenced to life.

Average length of sentence male population:

sentence less than 30 days (2): 3.5 days

sentence from 30 days to less than one year (2): 5 months

* As of December 29, all females were transferred from the Annex to the Ridgeview Center. Female offenders will no longer be booked or housed at the Correctional Annex.

** Five week average.

***Offenders housed at Alaska Psychiatric Hospital, Providence Hospital, or other geographic locations for court appearances.

sentence of 1 year and over (35): 5 years
(excludes two life sentences and three with unknown sentences) Note: errors in the institutional count sheet are responsible for the differences in numbers of sentenced males.

Projected minimum release dates of sentenced male population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>	<u>Unknown</u>
2	8	8	2	7	8	9

Average age present sentenced male population: 28.

Location of arrest sentenced male population: *

Anch.	33	Bethel	4	Unlisted	3
Kodiak	3	Savoonga	1		

Staffing: 30 total staff (plus 6 temporary hires) i.e.: Supt.; Asst. Supt.; 3 clerks; prob. ofcr.; cook; maintenance mechanic; 6 CO II; 16 CO I.

Shift staff: Day - 5 or 6; Swing - 5 or 6; Grave - 4, 5 or 6; Relief - 4.

Offender housing: Women = Dorm #1 - 16 beds, plus 3 two-bed units; Men = Dorm #2 - 34 beds; Dorm #3 - 24 beds, plus 8 two-bed units; Dorm #4 - 10 beds, plus 2 four-man units; Dorm #5 - 10 beds, plus 2 four-man units; and 2 single bed units totaling 134. Two male drunk tanks have one bed each and one female drunk tank has one bed. (These latter beds are not used for permanent housing).

Existing programs: Responses to requests for various program efforts are processed on an individual basis only, because of severely limiting time constraints, pressures on space and staff responsibilities. If additional funds can be made available for facility modifications it would be possible to develop one of the three outdoor courtyard areas into a multi-purpose program area. This would not eliminate two existing outdoor courtyards which can be utilized for outdoor, fresh-air, recreation periods as weather permits. Additional staffing is essential for development of a program of any kind.

* Throughout this study "location of arrest" and "residence" of the offender are used as equivalents based on "...the study of several thousand entries" in the Alaska Justice Facilities Planning Study draft report by Gruzen and Graham, which indicated a high correlation justifying this assumption of equivalence.

Discussion

Physical plant: An on-site review of the Correctional Annex was completed by representatives of the National Clearinghouse Office of Review in September, 1977. Their report is included in its entirety in Appendix O. This report provides practical policy and physical modification recommendations which, if implemented, would alleviate much of the current overcrowding at the Anchorage Correctional Annex. Specific items addressed by the report include: overcrowding, lack of adequate indoor and outdoor recreational exercise, lack of adequate visitation and communication facilities, lack of adequate medical, psychiatric and psychological facilities, and lack of adequate living environment including heat, ventilation, noise, light, sanitation and privacy. The report concludes that:

This facility was not planned to operate under the current scope of activities.... Any modifications or improvements should be regarded as short term only (five to eight years) and provision should be made to either reduce the population and work scope at this facility or to entirely abandon it in favor of a totally new facility at some other site.*

Staffing: The institution is minimally staffed for its present functions. The most pressing need is for the addition of a second probation officer/institutional counselor who would assist in the development and delivery of essential programs, provide individual counseling assistance, and assist with the critical classification backlog.

* Hesselschwerdt, Steven P., Letter/Report of Recommendations to Mr. Duncan Fowler, Criminal Justice Planning Agency, National Clearinghouse Office of Review, Champaigne, Illinois, September 30, 1977, p. 14.

Even if all sentenced offenders were removed from this facility immediately upon sentencing, the pre-trial detainee population remaining makes many demands upon existing custody staff, which go largely unmet because of the more pressing custody and control responsibilities. Additional correctional staff are also needed (number to be determined by future changes in population structure and policy decisions).

Program needs: Individual counseling (additional staff), program space (library and multi-purpose area) and recreation area. Volunteer community and state agency resources need full development, also requiring additional staff.

Classification: Division of Corrections policy regulations require that all newly sentenced offenders be classified within 30 days of sentencing. At the Anchorage Annex a backlog has developed in the number of sentenced offenders awaiting classification. One institutional probation officer, located at the Annex, processes all initial classifications for the entire Southcentral region. During the study week it was found that among the sentenced population of the Annex, 20 sentenced offenders were awaiting initial classification, 12 were awaiting transfer to other institutions following classification and 5 offenders were being held at the Annex pending appeal hearings or other court action. The utilization of the Third Avenue facility for the processing of all newly sentenced prisoners should commence immediately in order to expedite classification actions and free up essential bed space at the Annex.

Additional classification concerns focused on procedural matters which are more fully explored in Part III of this report. With transfer of all sentenced male offenders to Third Avenue and all female offenders to Ridgeview, the Annex would no longer be overcrowded, at least in the near future, based on a continuation of the present unsentenced male population trend. While the transfer of all sentenced males to Third Avenue would temporarily strain that institution's capacity, a concerted effort at expeditious classification and transfer of the majority of these offenders to permanent long-term facilities would alleviate population problems for both downtown Anchorage institutions. This change in policy and procedure is critical.

Special concerns: Building modifications as outlined in the Clearinghouse report should be considered of high priority, as should the policy changes and operating procedures contained in that review. The recommendations that follow are made with the intention that they be considered interim short-term solutions to immediate problems. Development of a new pre-trial detention facility and the correctional master plan should properly address long-term solutions.

Recommendations: All sentenced male offenders should be moved to the Third Avenue institution; physical modifications should be implemented as recommended in the Clearinghouse report as quickly as possible; increase staff by at least one probation officer; survey additional staffing needs

following reorganization; develop full-scale programming effort in conjunction with physical improvements; move all classification functions to the Third Avenue facility; develop diversionary programming for pre-trial detainees who qualify; develop alcohol, drug abuse and mental health programs. Diversion programs should be developed in cooperation with the police, prosecution, courts, community treatment and resource programs, and a halfway house.

Appendix B

Anchorage Correctional Center

Third Avenue

Profile

Survey date: December 16, 1977.

Institutional classification: medium security.

Population structure: all adult male, including sentenced, unsentenced felons and misdemeanants, classified and unclassified, and one to three offenders on work release status.

Present existing capacity: 90.

Preferred operational capacity: 78.

Potential for increasing capacity: negligible.

Weekly count for survey period:

	Nov.28	Dec.5	Dec.12	Dec.19	Dec.26	Jan.2	6 week Ave.
Sentenced males	57	55	57	64	48	63	57
Unsentenced males	<u>5</u>	<u>4</u>	<u>10</u>	<u>10</u>	<u>5</u>	<u>6</u>	<u>7</u>
Subtotal	62	59	67	74	53	69	64
Housed elsewhere*	<u>-5</u>	<u>-5</u>	<u>-5</u>	<u>-5</u>	<u>-5</u>	<u>-5</u>	<u>-5</u>
In-house total	57	54	62	69	48	64	59

Sentence range of present population: unsentenced to 25 years.

Average length of sentence present population:

sentence less than 30 days (18): 10.2 days

sentence from 30 days to less than 1 year (17): 3.7 months

sentence of 1 year and over (18): 4.2 years

(excluding one offender with 60 years and 3 with unknown sentences)

Projected minimum release dates present population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>
35	18	0	2	0	2

* Two offenders housed at Family House Drug Treatment Center, 2 offenders housed at Future House Drug Treatment Center, and 1 offender placed at Alaska Psychiatric Hospital. Although these offenders are carried on the Third Avenue count sheets they are not physically housed at the institution.

Average age present sentenced population: 29.

Location of arrest:

Anch.	43	Glenn.	1	King Salmon	1
Fbks.	2	Bethel	2	Napaskiak	1
Kenai	2	Sheld.Pt.	1	Kodiak	2
Palmer	1	Homer	1		

Staffing: 23 staff, i.e.: Supt.; Asst. Supt.; prob. ofcr.;
2 clerks; maintenance mechanic; cook; 6 CO II; 10 CO I.

Shift staff: Day - 3; Night - 3; 12 hour shifts.

Offender housing: there are two 28 bed dormitories and one 10 bed dormitory on the upper story of this two story building. There is also a 10 bed trustees' dorm on the ground floor level. Additionally there are two trusty single units, six lower double units and three upper double units. These latter units serve as segregation cells with single or double occupancy as needed.

Existing programs: because of the severe physical limitations of the institution, its age and inflexible design, programming capabilities are severely limited. Alcohol counseling and religious services are provided weekly for interested offenders.

Discussion

Physical plant: The Third Avenue facility was constructed as a Federal Territorial jail. While its physical limitations certainly restrict its flexibility for building modifications and program efforts, it has served an important and essential role in Alaskan correctional history. The institution is well maintained, clean and functioning in an acceptable manner within its physical liabilities. The importance of maintaining this facility in operational condition should not be underestimated. It can serve an extremely useful service in two possible areas, i.e., the housing of very short term sentenced offenders and as a classification center for newly sentenced long

term inmates. Those offenders serving less than 30 days can easily be housed within the confines of the jail environment and thereby relieve an undue burden on other local area facilities. The Superintendent has proposed that the roof area of the institution be fully enclosed, by utilizing a Butler Building type of structure, to provide needed recreation space without jeopardizing security (approximate cost \$200,000). Perimeter fencing may be increased to 12 feet in height and topped with razor ribbon if necessary. A metal detector has been requested for use in screening visitors who must visit in very cramped quarters. An enclosure for the back door main floor area is also necessary. A new exit needs to be constructed from the second floor area and one door installed in each upstairs dorm to the existing catwalk. These exits have been mandatorily imposed for fire safety. A fire escape ladder is also essential.

Staffing: The institution appears to be minimally staffed. If in fact the facility is to become the primary classification center for newly sentenced offenders in the Anchorage area, additional correctional officers and an additional probation officer will be essential in order to provide a sufficient staff for reasonable operation of the facility. Without additional positions, more money will have to be budgeted for temporary-hire personnel to cover positions

of regular staff who are on sick or annual leave, or absent for training requirements, often for several weeks at a time.

Program needs: Improvement in both quality and quantity of program efforts is severely limited by the physical plant. The addition of a second probation officer to the staff would help to alleviate classification backlogs as they might develop and should provide sufficient staff time for offender counseling to those with short sentences needing assistance. Additional educational and counseling services can also be developed through available agencies and community volunteers.

Classification: The staff is preparing to assume the role of classification center in the near future. This function is not new to the institution. In fact, this facility had served as the chief classification center in the Anchorage area for several years quite successfully. The institution is not a desirable environment in which to hold long term offenders, but it serves usefully as an interim holding facility for the processing of transfers of inmates to long term facilities. At the same time it can continue to hold short term offenders serving 30 days or less. Strong opinions were expressed by the staff for the return of the classification decision making authority to the Anchorage area from Juneau. Decisions are delayed from two to three weeks because final approval for transfers must be made in the Juneau Central Office. Arguments were made

for a local decision making authority in order to expedite the classification process.

Special concerns: The population of this facility, along with the Eagle River and Palmer facilities, has consistently remained comfortably below the existing capacity level and under the preferred operational capacity level. It is not clear why this institution has been under-utilized while the nearby correctional Annex at Sixth and C has been continually crowded. The facility could easily house up to 38 offenders, serving sentences of 30 days or less, in one of the 28 bed dorms and the 10 bed dorm on the upper floor. The remaining 28 bed dormitory should accommodate newly sentenced offenders as they arrive for classification purposes immediately following sentencing. With expeditious classification procedures, backlogs should not develop except on rare occasions. Normally most offenders serving between 30 days and one year should be considered for immediate transfer to Palmer unless there are specific and obvious risks identified which would prohibit sending certain individual offenders to that facility. All those sentenced to periods of from six months to three years (or with five years or less remaining to be served under Eagle River recommendations made elsewhere in this study) should be considered for immediate transfer to Eagle River unless clear and convincing reasons for exclusion are expressed in the classification committee hearing. No unsentenced offenders need be detained at

Third Avenue, but should remain at the Annex. All sentenced offenders should be transferred to Third Avenue immediately, when increased staff becomes available.

Recommendations: All classification administrative functions for the Division should be relocated to the Anchorage area for greater efficiency; the Third Avenue facility should be utilized to house only those offenders serving less than 30 day sentences and those newly sentenced offenders awaiting initial classification action; enclose roof area for recreation space; increase CO I staffing and add one probation officer; increase voluntary and community service program efforts; increase alcohol, mental health and drug abuse programming; install second floor exit, fire doors in upstairs dorms, and a fire escape ladder; add metal detector to equipment purchase for visitor screening; this facility should be established immediately as a short term interim holding and classification facility similar to its function prior to mid-1974.

Appendix C

Eagle River Correctional Center

Profile

Survey date: December 5, 1977.

Institutional classification: medium security.

Population structure: all adult male, all sentenced, all classified, with six months to three years remaining to be served.

Present existing capacity: 100.

Preferred operational capacity: 80.

Potential capacity with major modification: 180 (with the addition of two 40-man housing units as in original design.)

Weekly count for survey period

	<u>Nov.28</u>	<u>Dec.5</u>	<u>Dec.12</u>	<u>Dec.19</u>	<u>Dec.26</u>	<u>Jan.2</u>	5 week <u>Ave.</u>
Sentenced males	59	58	59	not avail.*	66	67	62

Sentence range present population: 1 year to 15 years.

Average length of sentence population: 3 years.

Projected minimum release dates of present population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>
0	32	23	1	1	1

Average age present population: 26.

Location of arrest:

Anch.	39	Skag.	1	Kodiak	1	Unknown	1
Palmer	1	Fbks.	2	Sold.	1		
Jun.	2	Nome	1	Seward	2		
Ktn.	2	Bethel	3	Outside	2		

Staffing: 49 staff, i.e.: Supt.; Asst. Supt.; 2 psychological counselors; 2 prob. ofcrs.; 3 clerks; pharmacist; food service ofcr; instructor; 7 CO II; 30 CO I.

Shift staff: Day - 6; Swing - 7; Grave - 7; Relief - 2.

Offender housing: Fifty-two men are presently housed within the two forty-man housing (program) units in single

* The institution staff could not locate this weekly count sheet.

rooms. Six are in the special treatment (security) area which has a detention capacity of 20. There are three additional hospital beds in the medical area.

Existing programs: extensive screening and testing capability; GED; AA; drug counseling; sexual awareness program (for sex offenders); arts and crafts (including leather, jewelry, music, creative writing and poetry, model building, soapstone); college classes by accredited staff members; phase program (an internal classification scheme); mandatory daily group counseling; Jaycees.

Discussion

Physical plant: The Eagle River Correctional Center is widely recognized as among the most modern in concept and design in the nation today. It does not, therefore, present the usual physical problems encountered in the typical older correctional center. It does not lend itself easily, however, to inexpensive capacity expansion. The original design included the addition of two more housing units which could be built to house up to 80 additional offenders as population demands warranted. All utilities have been planned for these additional units and have merely been "snubbed off" pending further construction. Because adding these units would involve major capital expenditures, they are not practical considerations for immediate relief of the Division's pressing inmate population. One or both of these units, however, should be constructed in the near future. One has been requested in the present institutional budget.

Staffing: The Center lost nine staff positions, five to Ridgeview and four to Third Avenue, in the recent effort by the Division to staff these two other institutions. There are

now no staff for the special treatment unit according to the Superintendent and he will therefore be moving the psychological counselors to that area.

Program needs: The staff at Eagle River feel that they desperately need to develop more community related programming and a prison industry program in keeping with the original goals and philosophy of the institution. The ceramics and leatherwork programs and materials have recently been removed from the Eagle River Correctional Center to the new female facility at Ridgeview. The psychological counseling staff at the Center have added the Ridgeview caseload to their responsibilities, causing a decrease in services to the Eagle River population.

Classification: Major complaints were aired by the staff concerning the greatly deficient classification process which now causes a time lag of three weeks to a month to transfer an offender from Eagle River to another facility. Approximately two weeks of time is required before an inmate classified to the institution is actually transferred. The problem is focused on the location of the decision making process in Juneau, far removed from the majority of offender classifications which take place in the Anchorage area. Strong concern was voiced for classification decision-making in the local area in order to expedite the flow of offenders into programmatic institutions. The staff recommended that the Chief of Classification make these decisions from an Anchorage

location on a permanent basis and that review or appeal processes should be handled by the Assistant Director who also should be located in Anchorage. Numerous cases were cited which were illustrative of the problems arising when the Director's office in Juneau makes final decisions on all offender classifications statewide. An example indicated that when the Director travels, classification decisions may be halted until his return.

Security: Eagle River is presently a medium security facility with the potential for both minimum and maximum security inmates. The housing units are constructed so that variable security levels may be maintained for different segments of the population if necessary or desirable within each of the two units. A high security chain link fence topped with razor ribbon surrounds the entire correctional complex. It is possible to expand the criteria for inmates eligible for placement at Eagle River to those who are within five years of their projected minimum release dates. This possibility becomes increasingly important as the inmate population statewide continues to grow. When pre-sentence incarceration time and statutory good time are subtracted from an offender's sentence, and when the offender is by law eligible for parole consideration after serving a minimum of one-third of his sentence (depending on his behavior and progress), then expanding the eligibility criteria poses no real security problem. (See Eagle River classification criteria, Appendix Q.)

Special concerns: Eagle River was intended to be a sophisticated programming institution primarily for young first offenders and those for whom programming would be of maximum potential benefit. The criteria now emphasized throughout the Division seem to be focused primarily on length of sentence. Staff in Juneau and Fairbanks have been hesitant to transfer members of their inmate population to Eagle River, although most of the offenders in the Juneau Correctional Center are from the Anchorage area and the majority meet the existing three year criteria (see location of arrest data for Juneau). These offenders are not yet being transferred. Sixty-seven per cent of the Juneau population meets the three year minimum projected release criteria for Eagle River. Behavioral and past record considerations may eliminate a percentage of these otherwise eligible offenders.

Recommendations: Expand eligibility time criteria for sentenced offenders to within five years of their minimum projected release date; fund full-scale prison industries and community programming efforts within the institution; expand mental health, alcohol, and drug programs; consider flexible security levels within the housing/program areas; add sufficient staff so that full programming can be developed; add one vocational instructor whose full-time responsibility is teaching; approve the capital improvement funds for at least one of the two additional housing units; return or immediately replace materials and programs which were removed to Ridgeview.

Appendix D

Palmer Correctional Center

Profile

Survey date: November 30, 1977.

Institutional classification: minimum security.

Population structure: all adult male, all sentenced, all classified, felon and misdemeanor mix.

Present existing capacity: 54.

Preferred operational capacity: 63.

Potential capacity with minimal modification: 102.

Weekly count for survey period:

	<u>Nov.28</u>	<u>Dec.5</u>	<u>Dec.12</u>	<u>Dec.19</u>	<u>Dec.26</u>	<u>Jan.2</u>	6 week <u>Ave.</u>
Sentenced males	39	38	40	37	42	39	39

Sentence range of present population: 30 days to 5 years.

Average length of sentence for present population: 17 months.

Projected minimum release dates present population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>
11	23	5	0	0	0

Average age present population: 31

Location of arrest:

Palmer	3	Seld.	1
Anch.	19	Dlg.	1
Fbks.	4	Bethel	7
Kenai	1	H. Bay	1
Homer	1	Barrow	1

Staffing: 23 staff, i.e.,: Supt.; Asst. Supt.; 1 clerk; prob. ofcr.; instructor; 7 CO II; 11 CO I.

Shift staff: (12 hour shifts) Day - 13; Night - 2.

Offender housing: felon and misdemeanor mixed in each of three wings with 18 beds per wing. Total existing capacity 54. No segregated housing. No security cells.

Existing programs: Alcohol education program mandatory for all drug and alcohol offenders, others encouraged to attend 1-1/2 hours per day for six weeks; GED; auto body repair; heavy equipment maintenance and operation; welding; auto maintenance; woodcraft; construction; seasonal farming (vegetable crops); food services; general maintenance and janitorial; community schools programs (welding, ceramics, volleyball, small engine repair).

Discussion

Physical plant: The Palmer Correctional Center represents the system's greatest opportunity for increasing physical capacity at the lowest possible cost. Total bed space can be increased from the present 54 to 102 spaces through the purchase of additional mattresses and bedding for 40 additional available beds. Food, clothing, transportation and other peripheral costs would also increase in proportion to the increase in population but would not constitute a net system increase because the population was transferred. The present population houses one person per cubicle/room at 70 square feet per person. However, this arrangement can easily be modified by using double bunks in nearly all cubicles without severely hampering the operation of the housing units. Since the institution provides an open setting with relatively free movement of offenders throughout the buildings and grounds, a strict adherence to minimum "cell" space is neither essential nor mandatory. Ten security cells can be constructed in the present gym/shop building for approximately \$35,000 (\$3,500 per cell) which includes the cost of materials only (lavatories, bunks, air, heat and sprinkler systems, and building materials). Labor costs can be easily absorbed through

labor provided by existing staff and the offender population. This unit would provide a temporary detention capability for problem offenders pending resolution of the problem or transfer to a more secure facility and would provide the necessary security flexibility if the population expansion is to reach its full potential.

Staffing: An increase in offender population to a level of 65 would necessitate a slight increase of CO I level staff. If the institution were to expand its capacity to the 102 population level an additional institutional probation officer would be required and a few additional CO I staff. (Five new staff would be required for the security unit.) This would necessitate an increase of the present staff of 23 to a level of approximately 30 - 35 staff for a population of 102 offenders with a security unit.

Program needs: There is a critical need for on site program assistance from the Office of Alcoholism and the Division of Mental Health (to provide direct and resource services at the facility). Expanded industries programs are feasible and essential. These industries may include the utilization of existing sawmill equipment and development of a state sign shop through the use of recently acquired equipment.

Classification: The Palmer Correctional Center is capable of receiving new offender arrivals at any time of day or night, week or weekend. The institution can receive offenders with sentences of six months or less from downtown Anchorage within a week of initial Anchorage

classification. Offenders with longer sentences have required two to three weeks of delay before being transferred, due primarily to present logistical problems, between Southcentral Alaska and the Juneau Central Office. Palmer personnel were emphatic in their opinion that the office of Chief of Classification for the Division should be responsible for all statewide classification approvals, and should be located in Anchorage. Appeals by offenders or by institutional administrators should then be made to the Assistant Director, who should also be located in Anchorage. Palmer personnel identified improvements in the classification process as essential to the expeditious processing and transfer of prisoners and strongly recommended essential changes in the current procedures. Additionally, Palmer is capable of receiving inmates from the Fairbanks Correctional Center with the implementation of a correctional bussing schedule (as needed, or weekly) between Fairbanks and Palmer. This would help to alleviate some of the overcrowding in the northern facility. Daily transportation is feasible between Anchorage and Palmer for moving newly sentenced offenders out of the two crowded downtown Anchorage facilities.

Security: Palmer is presently a minimum security work camp. With increased staffing, the addition of ten security cells, and the possibility of other security measures, the security classification could be changed to medium at low capital improvement cost. This would provide additional

capacity for offenders who do not now meet the behavioral or past record criteria for admittance to the Palmer population - and also help to alleviate overcrowding in the Juneau and Fairbanks facilities. (See current classification for Palmer, Appendix Q.)

Special concerns: The staff of the Palmer Correctional Center is highly qualified and motivated to take an active role in providing technical skill and labor for any physical modifications which might be made to the facility. The administration estimates that construction costs (material costs) can be computed at \$25 per square foot by utilizing available volunteer inmate labor. Historically, the Palmer camp has developed on just this pattern of inmate and staff participation. Beyond the direct savings in cost to the State for eliminating unnecessary hiring of private contractors, there is the additional benefit of inmates learning work skills and work habits while expanding the correctional program environment. Additional modular housing can also be constructed using this same low cost pattern of development.

Recommendations: Increase offender capacity to 102 and add necessary staff; construct 10 security cells; increase security level to medium, to increase the potential eligible inmate bank; increase mental health and alcohol programming through existing state resources; ensure that Palmer staff and offenders perform all modifications and construction tasks; develop a daily transportation service to the

Anchorage institution and a weekly bussing service between Fairbanks and Southcentral Alaska for the expeditious transfer of offenders.

Appendix E

Fairbanks Correctional Center

Profile

Survey date: December 20, 1977.

Institutional classification: medium security.

Population structure: adult male and female, sentenced and unsentenced, felons and misdemeanants, classified and unclassified, male and female juveniles, predominantly sentenced male felons.

Present existing capacity: 155.

Preferred operational capacity: 104.

Potential for increasing capacity: negligible without major construction.

Weekly count for survey periods:

	<u>Nov.28</u>	<u>Dec.5</u>	<u>Dec.12</u>	<u>Dec.19</u>	<u>Dec.26</u>	<u>Jan.2</u>	<u>6 week Ave.</u>
Sentenced males	74	81	77	74	71	74	75
Unsentenced males	51	52	47	48	45	41	47
Sentenced females	5	6	6	7	6	6	6
Unsentenced females	1	1	1	1	1	2	1
Juvenile males	2	4	1	1	2	3	2
Juvenile females	<u>3</u>	<u>2</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>0</u>	<u>1</u>
Total	136	146	133	132	126	126	133

Sentence range of present population: unsentenced to life.

Average length of sentence for present male population:

sentence less than 30 days(1): 6 days
30 days to less than 1 year (8): 3.2 months
1 year and over(62): 4.6 years
(excludes 3 with life sentences)

Projected minimum release dates present sentenced male population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>
0	15	13	13	14	13

Average age present sentenced male population: 27.

Location of arrest sentenced male population:

Fbks.	59	Chalk.	1
Barrow	6	Healy	1
Tok	1	Galena	1
Ft.Yukon	1	Jun.	1
Anch.	2	Delta	1

Staffing: 41 total staff (not including 5 CETA positions);
Supt.; Asst. Supt.; 2 clerks; 2 prob. ofcrs; CO II
admin. ofcr.; instructor, cook, 2 maint. mechanics;
5 CO II; 25 CO I.

Shift Staff: Day - 7; Swing - 6; Grave - 5; Relief - 2.

Offender housing: "D" unit (temp. holding) 6 beds; "S-1" segregation unit - 8 beds temporary holding for those men awaiting physicals; unsentenced male dorm - 30 beds; misdemeanor male dorm - 30 beds; felony dorm - 26 male beds; "D" dorm - 18 beds for sentenced males (primarily trustees); "S-2" 8 bed unit sentenced male trustees; maximum security singles - 10 beds; "A" unit - 2 double bunks for 4 males; "B" unit - 2 single beds for 2 males; adult female unit - 10 beds; female dorm - 7 beds; (17 total adult female beds); segregation single units shared by women and juveniles as needed - 4 beds; juvenile boys unit - 4 beds; juvenile girls unit - 4 beds.

Existing programs: Two University of Alaska college classes are offered each week. GED; Adult Basic Education; Native Arts Program; arts and crafts; Fairbanks Drug Treatment Center counseling (6 hours per week): AA group; religious service groups. Recreation is regularly provided through the utilization of the facility gymnasium.

Discussion

Physical plant: The Fairbanks Correctional Center has a severe overcrowding problem and has been operating under these conditions for over two years. As evidence of the problem, valuable space formerly used as essential program areas have had to be taken over for additional housing space. For example, what was formerly a recreation area for male inmates has now been developed into a

dormitory for 18 individuals. Secondly, the former juvenile recreation room is now a women's dormitory. Fifty additional beds for adult male offenders were/are needed above the 104 preferred operating capacity level. (The institutional count was 165 last September.) Since approximately one-half the population is either in an unsentenced status or classified as close custody, the administrators feel that there is a need for additional single unit housing. This facility and the Juneau institution, serve the state, the region and local community as a local jail, regional correctional center, and long-term security institution. In fact, it combines in one facility all those services provided in the Anchorage institutions, including juvenile services. This may place certain burdens on the staff of this facility if administrative flexibility is not practiced. For example, with the limited seating constraints in the dining room (seating for 35 people), each meal now requires a minimum of two hours to serve the entire population, or six hours of inmate group movement each day. If additional seating could be made available in the dining room and if a greater mix of male adult offenders were allowed (as in Juneau), it appears that less time and inmate movement would be necessary. Recreation regulations require that all offenders receive a minimum of one hour of exercise per day which now results in five different populations using the gym

each day. This tremendous degree of inmate movement throughout the institution forces additional demands on an already overcommitted staff when disciplinary, booking, classification and other routine functions are also considered. Modifications to the physical plant are not feasible on an interim scale without major capital improvements and additions. Changes in administrative or classification policies provide the only feasible immediate interim alternatives for relieving the population pressures on the physical plant.

Staffing: The Superintendent of the Fairbanks Correctional Center has requested 30 new staff positions in order to meet his staffing needs. While this number may not be essential, the position justifications illustrate a need for certain additional staff. Among these requested positions are included an athletic director, maintenance man, cook, two clerks, 22 CO I positions and 3 CO II positions. (See Appendix R for position justifications submitted by the Fairbanks Superintendent.) Transfer of many of the sentenced adult male population to Eagle River and Palmer would lessen the overcrowding and the need for large increases in staff.

Program needs: The development of further program efforts is primarily dependent on some increase in staffing. A small industry program, with installation of a modular shop unit on the institution grounds, would provide work and training opportunities for the population. Public or

community service opportunities can also be developed with increased staffing.

Classification: Current Division of Corrections policies and procedures concerning the classification of offenders have severely impacted the Fairbanks operation. Numerous classification approval delays have been experienced. The Superintendent reported that substantial numbers of Fairbanks inmates have been rejected by the Division's central office for recommended transfer to the Eagle River and Palmer correctional centers, allegedly because of some sort of assaultive incident or charge in the offender's past history. As the staff pointed out, these assaultive incidents are usually of a minor nature and are fairly typical of any offender population and need not preclude these offenders from performing in an acceptable manner at either or both of the preferred placement institutions. As stated earlier, the only reasonable administrative option available to alleviate the overcrowding in Fairbanks is to classify and transfer as many sentenced male offenders as possible to institutions with available space, primarily Eagle River and Palmer. Certain offenders may need to be moved to Juneau or the Federal Bureau of Prisons (with the return movement of low risk Juneau and FBP offenders also to Eagle River or Palmer there would appear to be sufficient room). Bussing can be initiated between Fairbanks and Palmer/Eagle River on a weekly basis for most misdemeanants and acceptable

felons. (See Part III for transportation staff discussion.) The staff in Fairbanks was adamantly opposed to the continuance of classification decision approvals being made from the Juneau headquarters. The staff feels strongly that the Chief of Classification should be located in Anchorage where the majority of decisions and the administration of transferring offenders can more expeditiously be maintained. With four major adult institutions being located in Southcentral Alaska and a heavily overcrowded facility being located in Fairbanks, a more centrally located classification administrative office is viewed as the top Divisional priority. Again, as in other institutions, the opinion is that the Chief of Classification ought to approve or disapprove of all classification recommendations made by the institutional superintendents and that final review and appeals should be processed by the Division's Assistant Director. Both officers should be located in Anchorage.

Special concerns: Transfer of sentenced prisoners and increased staffing are essential concerns. The role of the present halfway house (Cum-back House) in Fairbanks must receive special attention by correctional administrators. Its continuing existence is tied closely to the apparently precarious Family House program in Anchorage. Fairbanks will continue to need, and need to expand, a full scale halfway house/diversion program in the region. The program can be made available to sentenced as well as

unsentenced offenders under proper management. Increased coordination between corrections and the courts would enable certain pre-trial detainees, sentenced misdemeanants and felons nearing release, full utilization of the program and result in decreased population pressures on the correctional center.

Recommendations: Transfer as many sentenced male misdemeanants and felons as possible to Eagle River and Palmer; add necessary and essential staff positions (further study is needed); fund small modular unit building for industry program; implement weekly transportation (bussing) service between Southcentral Alaska and Fairbanks; utilize fully a local pre-release, halfway house program which can also serve as a diversion program for the courts in lieu of full incarceration of low risk first offender felons and many misdemeanants; expand alcohol and mental health program services.

Appendix F

Juneau Correctional Center

Profile

Survey date: December 7, 1977.

Institutional classification: medium security.

Population structure: adult male and female, sentenced and unsentenced, felons and misdemeanants, classified and unclassified, male and female juveniles, predominantly sentenced and classified male felons (90 to 95%).

Present existing capacity: 137.

Preferred operational capacity: 98.

Potential for increasing capacity: negligible without major construction.

Weekly count for survey period:

	Nov.28	Dec.5	Dec.12	Dec.19	Dec.26	Jan.2	6 week Ave.
Sentenced males	98	95	95	95	88	93	94
Unsentenced males	12	14	12	12	11	12	12
Sentenced females	0	0	0	0	1	1	0.3
Unsentenced females	2	1	1	1	1	1	1.2
Juvenile males	0	0	0	0	2	3	0.8
Juvenile females	<u>1</u>	<u>0</u>	<u>1</u>	<u>1</u>	<u>0</u>	<u>1</u>	<u>0.6</u>
Total	113	110	109	109	103	111	109

Sentence range of present population: unsentenced to life.

Average length of sentence for present male population:
 sentence less than 30 days: -0-
 30 days to less than 1 year (7): 4 months
 1 year and over (86): 6.6 years
 (excludes 2 life sentences)

Projected minimum release dates present sentenced male population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>
5	28	13	18	12	19

Average age present sentenced male population: 28

Location of arrest sentenced male population:

Anch.	47	Sitka	1	Kodiak	2	Kenai	2
Fbks.	10	Yak.	1	Ft.Yukon	1	Glenn.	1
Jun.	13	Angoon	1	Koyuk	1	Seward	1
Ktn.	5	Bethel	4	Delta	1	Summit	1
Haines	1			Cordova	1	Outside	1

Note: On December 7, slightly over 75% of the sentenced male population were from locations outside S.E. Alaska.

Staffing: 37 total staff (plus 2 CETA CO I) i.e., Supt.; Asst. Supt.; 2 prob. ofcrs.; cook; nurse; 2 maint. mechanics; instructor; vocational instructor; 2 clerks; 6 CO II; 19 CO I.

Shift staff: Day - 5; Swing - 5; Grave - 4; Relief - 2.

Offender housing: "A" dorm - 24 male beds; "B" dorm - 24 male beds; "C" dorm - 18 male beds; Cook's dorm - 12 male beds; "D" dorm - 6 male beds; "E" dorm - 8 male beds; "F" dorm - 4 pre-trial male beds; "A", "B" and "C" security units - 4 male beds each; other maximum security units - 4 male beds; admission unit - 6 male beds; holding cells - 2 male beds; drunk tank - rated for 5 male beds (none available); women's dorm - 4 female beds; juvenile girls - 6 beds; juvenile boys - 8 beds; undifferentiated single units for women or juveniles - 3 beds.

Existing programs: Forty offender participants in ten college courses as full-time students within the institution through individual, BIA, VA and U of A assistance; counseling group; sex-offenders group; transactional analysis group; auto mechanics course for minimum security offenders only; volunteer speech therapist; contractual psychological services two hours weekly; emergency psychiatric services; Jaycees; Black Culture; Native Culture; pottery; AA; drug group; alcohol education; GED; BIA courses in basic math and english; Bible study group; arts and crafts on an individual basis. All programs involve outside community participation.

Discussion

Physical plant: The Juneau facility has received the full brunt of the population pressures from the Southcentral and Interior Alaska areas. As a rule, the sentenced male population ranges from 75 to 80% originating from

other than Southeastern Alaska locations. The population is 90 to 95% male felon. The pressures on the facility, which was originally designed as a regional (Southeastern) facility with limited capacity for offenders from other geographic regions, have resulted in maximum use of all existing bed space for males. It should be noted, however, that statistically 67% of the present male sentenced population would qualify (if time remaining to be served were the only criteria) for placement at Eagle River or Palmer. Consideration of recorded behavioral and past risk factors may exclude a few of the 67% from transfer consideration. However, estimates are that at least 20 of the average of 94 sentenced male offenders (over the six week study period) would qualify for immediate transfer, thus providing at least marginal relief on the crowded facility. Increasing the capacity of the Juneau institution is not practical without major costly modifications. If women and juveniles could be removed from the present institution to modular units elsewhere on the grounds, capacity for male offenders would be expanded by approximately 21 bed spaces at relative minor cost.

Staffing: Increases in correctional staff could be anticipated if program and physical modifications such as expanding male housing into the present female and juvenile areas of the institution were developed.

Program needs: The institution's staff should be commended for its exemplary program efforts with minimal financial,

staff and space resources. A gymnasium, multi-purpose facility similar to that in Fairbanks, would appear to be essential to the present long-term population.

Classification: As elsewhere throughout the institutional system the Juneau facility would benefit dramatically from an improved classification system at the Division level. The criteria for inmates acceptable to Eagle River and Palmer, if expanded even slightly (security provisions expanded at Palmer, and length of time remaining to be served at both Palmer and Eagle River) would have potentially beneficial impact on the present Juneau sentenced male population (as in Fairbanks). The interpretation of minimum and medium security by Palmer and Eagle River staffs are too often not the same as the interpretations by other facility superintendents and staffs. This contributes to the build-up, in crowded institutions, of individuals who could function acceptably at either Palmer or Eagle River. No central classification authority periodically reviews all inmate populations for the purpose of smooth prisoner flow into under-utilized institutions. Further, policies are somewhat inflexible. An example, provided by one of the Superintendents, indicated that one offender incarcerated on a nonviolent probation revocation with 29 months remaining to be served was recently denied transfer to one of the South-central institutions by the Central Office because his record indicated a minor escape incident in the 1960's.

The Superintendent felt that the term "escape" and the inflexibility of the policy were both inappropriate in terms of acquiring the most beneficial programming for the offender. In essence, this offender may never be eligible for a lesser security setting prior to his release from prison.

Special concerns: Without modifications to present Divisional classification policies and procedures, the Juneau institution will continue to be overcrowded by sentenced male offenders in the foreseeable future.

Recommendations: Classify and transfer as many sentenced male offenders as possible to the Palmer and Eagle River Correctional Centers under the present classification criteria; implement as soon as possible modifications to the Palmer security perimeter and program, and change the projected minimum release date criterion for Eagle River from three years to five years, in order to transfer the maximum possible number of sentenced males from Juneau; give immediate attention to the feasibility of moving modular units to house adult females and juveniles onto the institution grounds adjacent to the existing facility; commence planning for gymnasium/multi-purpose area immediately.

Appendix G

Ketchikan Correctional Center and Detention Home

Profile

Survey date: January 2, 1978.

Institutional classification: medium security.

Population structure: male and female adults, sentenced and unsentenced, classified and unclassified, felons and misdemeanants, juvenile males and females, predominantly sentenced male felons.

Present existing capacity: 30.

Preferred operational capacity: 20.

Potential for increasing capacity: none.

Weekly count for survey period:

	<u>Nov.28</u>	<u>Dec.5</u>	<u>Dec.12</u>	<u>Dec.19</u>	<u>Dec.26</u>	<u>Jan.2</u>	<u>6 week Ave.</u>
Sentenced males	14	17	16	14	12	15	15
Unsentenced males	8	7	7	6	7	4	7
Sentenced females	1	1	0	0	0	0	0.3
Unsentenced females	0	0	0	0	0	0	0
Juvenile Males	1	0	0	1	2	0	0.6
Juvenile Females	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total	24	25	23	21	21	19	22

Sentence range of present population: unsentenced to 10 years.

Average length of sentence present male population:

sentence less than 30 (2): 12.5 days

30 days to less than 1 year (2): 2.5 months

1 year and over (11): 3.3 years

Projected minimum release dates of present sentenced male population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>
0	9	4	0	1	1

Average age of present sentenced male population: 27.

Location of arrest sentenced male population:

Ketchikan 10 Anchorage 4 Wrangell 1

Staffing: 16 total staff (plus 1 CETA trainee) i.e.: Asst. Supt.; CO II; 14 CO I. The Assistant Superintendent and the CO II are responsible for management of the male adult correctional center and the detention center.

Shift staff: Five CO I's provide shift coverage for the detention center, five CO I's work as shift supervisors at the jail, with the four remaining CO I's assisting with supervision of the adult males at the jail.

Offender housing: Correctional Center: "A" dorm - medium and minimum custody adult males - 12 beds; "B" dorm - maximum and close custody adult males - 6 beds; "C" dorm - adult male trustees - 6 beds; single unit male adults - 6 beds. Detention Center: male juvenile unit - 8 beds; female juvenile unit - 4 beds; adult females - 4 beds.

Existing programs: Programs are available to the population on a very limited basis depending on housing and custody consideration. Recreation - one pool table available to offenders housed in "A" or "C" dorms; GED instructor from the Community College; group alcohol meetings; Bible study group; and group counseling (using Reality Therapy Techniques). No vocational opportunities are available.

Discussion

Physical plant: There are two major problems facing the correctional operation in Ketchikan related to the physical plant. The first obstacle is the lack of sufficient space in this old and physically unsatisfactory former Federal Territorial jail. Adequate program and recreation space is simply not available. Secondly, and related to the first problem, the Federal Government through the offices of the Government Services Administration (GSA), continues to request that the jail space be relinquished to other Federal governmental agencies. The present location of the jail operation is unsatisfactory to all concerned

parties and the premises must evidently be vacated at the earliest possible time. Over the past two years the correctional administrators have been able to make minor modifications to the plant in order to increase security and improve the custodial operations. However, it is nearly impossible, under the present constraints of the physical plant and the desires of GSA to assume control of the jail space, to offer rehabilitative programming to the offender population without additional room.* In December, 1974, a study was completed which attempted to "...evaluate the existing system of corrections and detention in Ketchikan; to make recommendations for the improvement of that system; and, to propose architectural programs that incorporate these improvements."** This study was reviewed, and recommendations were made, by the National Clearinghouse for Criminal Justice Planning and Architecture (see Appendix S). The community of Ketchikan now has a citizen's group which wishes to take an active part in any future correctional planning efforts for the area.

Staffing: The Ketchikan correctional operation, like Nome and Ridgeview, is staffed at the minimal level required to continue the custodial function. Shift supervisors are currently CO I's. They have the same responsibilities for conducting efficient operations as those shift

* This problem must be addressed fully by the correctional master planning effort.

** Edwin B. Crittenden, et al, Ketchikan Corrections Study, CCC/HOK Architects and Planners, Anchorage, Alaska, December 12, 1974, p 1.

supervisors at the larger correctional centers throughout the state who are CO II's. The staff feels that there is little opportunity for professional advancement and little recognition of their abilities to manage an efficient correctional program due to the lack of promotional opportunities requiring increased skills. The staffing pattern should probably include CO II positions at the correctional center (jail) and CO II positions at the detention center. There is also need for a psychological counselor who would split his/her responsibilities between the adult males at the jail and the juvenile and female adult offenders housed at the detention center. Additional CO I positions are also viewed by the present staff as essential to the continuing custody and program efforts.

Program needs: Almost all program needs are dependent upon either increased space or more flexible staffing which would permit the development of various community resources. Instructors are available from the local community college who could assist with various levels of vocational education. Additionally, the college can provide institutional services in the more traditional academic area if appropriate space can be found. The local mental health clinic is capable of not only providing psychiatric evaluation services but also can develop a therapy program for groups or individuals. These services also depend on space and appropriate funding. A small roofed area on the Federal

building, where the jail is located, could be used as recreation space if it were protected by a security enclosure.

Classification: Four of the 15 sentenced adult males incarcerated at Ketchikan on January 2nd were from the Anchorage area. Sentences ranged from two to seven years for these few individuals with an average of 3.8 years. One of these offenders is due to be released in 1978, two in 1979 and one in 1981. While space division-wide remains a problem, it is questionable whether long term offenders should be classified for transfer to Ketchikan from other regions of Alaska. The Ketchikan community group, concerned with correctional planning, has expressed their concern that the Ketchikan facility should remain a local and regional institution only.* There are severe limitations imposed by the physical plant which are detrimental to programming for short term sentenced and pre-trial detainee groups of prisoners from the local area, but this same constraint makes any reasonable programming efforts for those serving more than one year almost impossible. Offenders with more than one year remaining to be served should not be eligible for placement at the Ketchikan facility. Further, offenders from other regions of the state should complete their sentences as near as possible to their home of record for pre-release purposes.

* Comments by a former Superintendent of the Ketchikan Correctional Center.

Special concerns: Since a permanent solution to the physical problem encountered at the Ketchikan facility must be left to the correctional master plan effort, a reasonable interim solution for offender housing and programming must be developed. The community's citizen group appears to want to develop a reasonably sound re-entry or partial incarceration program. The development of a correctional halfway house would appear to be an ideal interim solution and development of such a program, using available community housing and program resources, should commence immediately. A correctional halfway house citizen's advisory board should oversee this operation.

Recommendations: Transfer all offenders with more than one year remaining to be served and all those offenders whose home of record is other than Southeastern Alaska to the northern correctional institutions; utilize a community halfway house program for low risk pre-trial detainees, misdemeanor and felons who are approved by a citizen's advisory board for participation in this program; renew efforts to re-examine the 1974 study of Ketchikan's correctional needs with active solicitation of a citizen's group; upgrade necessary CO I positions to CO II; add a psychological counselor and necessary CO I positions to the staff for services to the jail and the detention center (these positions may form the nucleus for a halfway house staff with a lesser requirement for additional custody staff at the jail for a decreased population); develop additional mental health, alcohol/drug, and educational/vocational programming through community resources.

Appendix H

Nome Correctional Center

Profile

Survey date: January 2, 1978.

Institutional classification: medium security.

Population structure: adult male and female, sentenced and unsentenced, felons and misdemeanants, classified and unclassified, male and female juvenile, predominantly sentenced and unsentenced adult males.

Present existing capacity: 38

Preferred operational capacity: 30

Potential for increasing capacity: negligible without major expenditures.

Weekly count for survey period:

	<u>Nov.28</u>	<u>Dec.5</u>	<u>Dec.12</u>	<u>Dec.19</u>	<u>Dec.26</u>	<u>Jan.2</u>	6 week <u>Ave.</u>
Sentenced males	10	9	9	8	6	5	8
Unsentenced males	6	7	6	4	4	7	6
Sentenced females	0	0	0	0	0	0	0
Unsentenced females	0	0	1	1	1	1	1
Juvenile males	0	0	1	0	0	2	1
Juvenile females	<u>1</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>.3</u>
Total	17	16	17	14	11	15	15

Sentence range of present population: unsentenced to one year.

Average length of sentence for present male population:

sentence less than 30 days: -0-
30 days to less than 1 year (4): 5.25 months
1 year and over (1): 1 year

Projected minimum release dates present sentenced male population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>
0	5	0	0	0	0

Average age present sentenced male population: 28.5

Location of arrest 'sentenced male population:

Nome	1	Selawik	1
Kotzebue	2	Anchorage	1

Staffing: 15 total staff, i.e.,: Supt.; 11 CO I; 3 CO I trainees.
Note: The Nome Correctional Center does not officially have State of Alaska PCN's assigned to operate the facility. Approval has been requested in the present budget for these positions. All present staff are considered as State temporary hires.

Shift staff: Day - Supt. & 2 CO I; Swing - 1 male and 1 female CO I; Grave - 1 male and 1 female CO I; Relief - 1 male and 1 female CO I.

Offender housing: main dormitory - 9 double bunks for adult males; library area (now the dining area) can hold beds for 6 adult males; trusty dorm - 8 adult males; 6 single units for females and juveniles.

Existing programs: alcohol education program; Adult Basic Education provided by Kawerak (Norton Sound Regional Corporation) within the institution. Offenders can receive testing and visual aids/education assistance at Norton Sound offices across the street.

Discussion

Physical plant: Minor modifications to this facility are necessary to improve the programming and security operations. Because the institution is located within the Federal building, the Federal General Services Administration must approve and complete all work. A reimbursable work authorization agreement is necessary and requires an amount to be deposited with the GSA for planned work. Any unused portion of money deposited can be returned to the State. Although this procedure may differ from the usual methods of State operations, there are also certain financial benefits in this procedure. For

example, GSA charges an hourly labor rate of \$20 per hour. The local* labor rate in the private sector averages \$42 an hour for maintenance and repair work. At the present time, tray slots need to be cut into the single unit doors to insure adequate security, especially with only one male and one female correctional officer on duty during evening, weekend and late night hours. Without these cell tray openings each cell must be opened in order for food trays to be passed to the segregated offender. This poses a potential security problem whenever behavioral problem inmates must be served meals.* Although major renovations are unlikely due to the physical constraints of the facility, many minor projects are necessary. A minimal deposit of one to three thousand dollars with the GSA would make possible many minor but essential building modifications.

Staffing: The major priority is to officially establish PCN's for all present staff who are now employed on a temporary hire basis, due to the transition from City to State correctional operation, as quickly as possible. Secondly, additional positions should probably be added to include a cook, a clerk, and at least one CO II position. One or more additional correctional officer positions would enable minimal shift coverage for employees

* Apparently the only fully successful escape in the brief history of Alaska correctional operations took place in the spring of 1975 under almost precisely these conditions at the Anchorage Third Avenue institution. An inmate, Alan Hurley, allegedly injured the only on-duty correctional officer by hitting him over the head with a metal tray when the officer entered his single cell to remove the tray and utensils. The offender exited the institution and remains at large.

on sick or annual leave and possibly permit the transportation and supervision of inmates who could take advantage of education and necessary recreation opportunities provided elsewhere in the community. For example, the nearby armory is available for recreational use if appropriate staffing can be made available.

Program needs: With additional funding for programming, available community resources can be tapped more fully. While work release opportunities are predominantly seasonal in nature, the local Community College/CETA program offers, as an example, carpentry classes for which participant/trainees can receive \$833 per month while enrolled. Teaching is done by local college instructors. Since recreational activities must be provided and community resources are available, additional staffing flexibility is necessary. Kawerak, the Community College and other local, Native and state level resources are available for expanded programming with appropriate staff supervision. The institution must acquire a copying machine in order to reproduce legal and other documents required by Division of Corrections policies and procedures.

Classification: The institution staff has recently completed the successful classification and transfer of four offenders to other state centers without difficulty. The staff estimates, however, that there are approximately 32 offenders in other state correctional centers who qualify for the one year minimum projected release

time required for eligibility to transfer to the Nome facility. Adequate room does exist for accepting eight to ten of these apparently eligible offenders. This is especially important for two major reasons, i.e., the number of offenders whose residences are in the Nome or western Alaskan areas and are nearing release; and the press of population in other larger state correctional centers. The staff recommended that a centralized classification operation be based in the Anchorage area for expeditious classification and transfer operations. The institution can hold as many as 26 adult male offenders but has averaged only 14 male offenders over the six week study period and could, therefore, accept eight to ten additional sentenced male offenders from other correctional centers with less than one year remaining to be served, without serious difficulty.

Special concerns: Staffing, programming and minor physical modifications are the three areas needing special attention.

Recommendations: Finalize all fifteen PCN's for existing staff; add other essential staff positions; deposit one to three thousand dollars with GSA for minor modifications to the physical plant; purchase a copier; expand program budget; transfer eight to ten eligible male sentenced offenders from other correctional centers to Nome.

Appendix I

Bethel Jail

Profile

Survey date: January 2, 1978.

Institutional classification: local area and state contractual jail.

Population structure: adult male and female, sentenced and unsentenced felons and misdemeanants, unclassified, male and female juveniles, predominantly male misdemeanants.

Present existing capacity: 24.

Preferred operational capacity: 17.

Potential for increasing capacity: negligible.

Count for survey period: A breakdown of inmate population into categories was not available from the Bethel jail for the study period. There were apparently 113 adult and juvenile offenders housed at the jail for various periods during December, 1977. Of these, the State was billed for 96 offenders under the present contractual arrangement. The jail averages 15 adult males per day in its population. The Bethel jail is considered to be at maximum, a 30-day holding facility. All offenders receiving sentences over 30 days are transferred as soon as possible, after sentencing, to Anchorage.

Projected minimum release dates present sentenced male population: not available.

Average age of present sentenced male population: not available.

Location of arrest of sentenced male population: not available.

Staffing: Ten full-time jail staff: 5 males, 4 female correctional staff and one secretary. The jail staff are separate from the police department staff. Female correctional staff prepare all meals for the jail inmate population.

Shift staff: Day - 2 CO's; Swing - 2 CO's; Grave - 2 CO's.

Offender housing: adult male dormitory - 8 beds; adult male single units - 6 beds; adult female dormitory - 5 beds; undifferentiated single units for adult females, male and female juveniles - 5 beds.

Existing programs: According to the Bethel Chief of Police, no programs are available to the highly transient and mixed population.

Physical plant: In March, 1977, a Bethel Criminal Justice Family study concluded that:

The existing Bethel Criminal Justice Center is far from adequate with regard to its physical plan, building materials and structural condition. Upgrading the jail to even minimal standards will require extensive structural, mechanical, electrical, finish and hardware remodeling. This remodeling would do little or nothing to solve the space and space arrangement problems faced by the police and jail staff.

The facility as it now stands creates not only problems of continuous maintenance, inconvenience, inadequate space and discomfort, but potentially inadequate security,...and an inhumane environment. The existing facility should preclude the detention of persons for longer than a few days.*

The staff concluded that the existing facility should be replaced and that there is a need for a regionalized correctional center concept in any new building plan. Regardless of the need for a new facility it is essential that the State make every effort to coordinate in good faith with the City of Bethel for operation and utilization of the jail. The National Clearinghouse Office of Review made additional recommendations to supplement the extensive work of the CCC/HOK study (see Appendix T, p 16-17).

Staffing: No needs were expressed for additional jail staff at this time. Any additional staffing would relate to the constraints of the physical structure and the existing contractual arrangement with the State of Alaska.

* Stuart F. Smith, Bethel Criminal Justice Center, CCC/HOK Architects and Planners, Anchorage, Alaska, March, 1977, p 3-4.

Program needs: Although certain services are required to be delivered and/or available to the inmate population at the Bethel jail under the existing statutes and Division of Corrections policies, these standards cannot be met under the present operating conditions, according to the Bethel Chief of Police. The Chief estimates that a new facility should be designed as a regional correctional center which could house 50 to 75 Bethel area and regional offenders serving sentences of one year or less with expansion capabilities for offenders serving up to three years. Full programming would be possible with this type of facility.

Classification: Offenders who receive sentences in excess of 30 days are routinely transferred to the Anchorage area correctional centers for classification and permanent placement. The Bethel Police Chief expressed concern for the manner in which these offenders are presently returned to their home of record by the Division upon completion of their sentence: in the state correctional centers. Evidently, these offenders are merely issued a ticket for air transportation back to the place of arrest. It would appear to be important to consider a return of the offender through Bethel as a pre-release mechanism, thus helping to insure some degree of re-adjustment to the community or region. The local probation officer should then be able to assist the offender in the transition from incarceration to community release.

Special concerns: The continuing need for a new regional correctional center should be addressed in the correctional master planning effort.

Recommendations: Begin efforts to gather essential data concerning the Bethel area as a regional service center for correctional clientele; give priority attention to a new facility and full program services development in the correctional master plan; develop a halfway house program in Bethel for minimum security offenders and pre-release offenders returning to the Bethel region; with the assistance of the local probation officer, a complete inventory of community resources and the potential for developing community volunteer programs should be developed immediately.

Appendix J

Ridgeview Correctional Center

(Female Adults Only)

Profile

Survey date: January 9, 1978.

Institutional classification: medium security.

Population structure: adult female only, sentenced and unsentenced, classified and unclassified, felons and misdemeanants, equally divided between sentenced and unsentenced.

Present existing capacity: 28.

Preferred operational capacity: 24.

Potential for increasing capacity: 32 to 60.

Weekly count for survey period (Note: adult female offenders were moved to Ridgeview for the first time on December 29th. Count sheets for the first two weeks of operation were used for the study period):

	<u>Jan.2</u>	<u>Jan.5</u>	<u>2 week ave.</u>
Sentenced females	6	8	7
Unsentenced females	<u>9</u>	<u>8</u>	<u>8.5*</u>
Total	15	16	15.5

Sentence range of present population: unsentenced to 5 years.

Average length of sentence for present female population:

sentence less than 30 days: 0

30 days to less than 1 year(1): 60 days

1 year and over (5): 3.2 years

Projected minimum release dates present sentenced female population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>
0	4	1	1	0	0

Average age present sentenced female population: 31

Location of arrest for sentenced female population: Anchorage 8

- * Shortly after the opening of Ridgeview there were 21 unsentenced females in custody for a brief period. This is an excellent example of the deficiencies sometimes encountered with weekly count sheet data as mentioned in the Introduction.

Staffing: 17 total staff, i.e.,: Supt.; Clerk; Prob. Ofcr.;
Cook; 5 CO II; 8 CO I.

Shift staff: Day 3 Swing 3 Grave 3 Relief 3

Offender housing: reception unsentenced female dorms - 4 small
dorms with 4 beds each; reception unsentenced single
units - 4 units 1 bed each; sentenced female dorms - 2
dorms 4 beds each; total present bed space - 28 female
adult women.

Existing programs: counseling services from Eagle River psycho-
logical counselor 1/2 day per week; volunteer GED teacher;
counseling services provided by staff.

Discussion

Physical plant: \$135,000 has been expended to ready this former
nursing home for a correctional environment. The most
impressive feature of the Ridgeview Correctional Center
is the obvious deficiency in planning for the most
beneficial use of available space and the waste of
extremely valuable space. The Division of Corrections
has paid \$14,000 per month since July, 1976, on a
five year lease for this former nursing home. During
the second weekend of operation the receiving area
for newly arrested unsentenced and unclassified females
was over capacity, i.e.,: 21 females in housing space
planned for 20. The dorm housing for 8 sentenced and
classified females was at or near capacity immediately.
There are three areas of this facility that provide the
potential for much more efficient service. These areas
are now being utilized primarily for administrative and
storage spaces with several rooms totally unused. Several
currently utilized offices provide excellent potential

dormitories for female inmates, complete with bathrooms in each office/dorm area. While these several rooms offer large office spaces by any current standards they would better provide comfortable accommodations for beds, closets and miscellaneous tables and chairs for four inmates. It appears that it would be possible without great additional expenditures to double the capacity for the current female population. The current multi-purpose room in the sentenced women's area could be converted to living space for four women. A more appropriate location for administrative offices would be at the opposite end of the same ground floor corridor which has many rooms that are unused except for holding stacks of furniture, closets, bunks and food, etc. Upstairs in this facility are four very comfortable two bed apartments complete with living rooms, bedrooms, kitchens, and bathrooms. It is reasonable to initiate a full-scale halfway house program for either male or female offenders on court recommended work release programs or in pre-release status. Double bunks in each apartment bedroom would provide space for 16 pre-release offenders, making this a realistic resource for an all male operation based upon the greater number of potentially eligible male offenders. Other areas of concern in the physical plant relate to wiring problems, inadequate heating necessitating the use of portable electric plug-in heaters, and equipment

shortages. A small house located between the two security fences could be utilized as multi-purpose/classroom space. The major roadblock to potential dual purpose use of this center appears to be related to current administrative philosophy, policies and procedures which are evidently opposed to mixing incarcerated female populations with those on community release status due allegedly to the potential for introducing contraband into the institution. Since physical barriers are possible to inhibit physical contact between these two populations and since offenders on partial release to the community are less likely to jeopardize that privileged status than any other segment of a correctional population, it would appear that the current Division attitude may be one of over-reaction to a potential problem. When correctional programs and bed space are at a premium throughout the entire correctional system, it would seem that full utilization of all available space should be the Division priority.

Staffing: The Ridgeview Correctional Center currently has the absolute minimum number of staff required to keep the institution open and to conduct its custody function. A typical staff shift pattern appears to include a shift supervisor, a control room operator (who must remain at the station) and a floor officer. This means, of course, that two employees are available to supervise and coordinate all offender movement, deal with potential

problem inmates, handle all booking and release processes, and conduct visiting, medical and meal operation at any given time. During weekday operations the Superintendent and the probation officer are also available for necessary assistance. At the present time an on-duty correctional staff member must be pulled away from custody duties whenever transportation for a medical or other appointment for an inmate is necessary elsewhere in the community. Staff members on sick and annual leave place an overwhelming additional burden on the few remaining staff for shift coverage. For all but the booking and release function handled by the correctional staff, the one clerk typist must act as secretary to the Superintendent, perform an administrative officer's role, prepare all institutional and offender reports and perform all administrative communications tasks. There is an immediate need for a full time maintenance officer, and additional correctional officers to allow for even minimal delivery of programs and the maintenance of a smooth custody operation. There may be a need for a full time psychological counselor. Without the critical maintenance position the institution can neither cope with pressing physical plant problems nor can it expand and develop additional living or program space.

Program needs: The development of programs for the female offender population at Ridgeview, especially related to the Human

Rights Commission litigation, appears to be nearly impossible within the current staffing constraints. The staff are attempting to build AA and alcohol education programs through volunteer community assistance for delivery in the near future. No money is currently available for program development, however, it would appear that the Criminal Justice Planning Agency can assist with program grant funds if an application were developed by the Division. A potentially very useful gymnasium/multi-purpose recreation room is available for use except that the room is bare and unused for lack of equipment. The institution had only \$212 in equipment money available. Basketballs and a backboard, volleyball and badminton nets and equipment, folding ping pong tables, and small group games are badly needed to make this excellent facility resource usable. Also needed are bookshelves for an unused book collection and window draperies for privacy and light control in all dormitory housing areas. During the on-site visit, the only existing washing machine for the institution was broken and unusable because there was apparently no money for its repair. Sewing machines, manual typewriters, educational materials, and mandatory legal reference material would be very useful equipment and materials considerations. It would appear to be necessary to focus the staff and financial resources of the Division of Corrections on this facility until it meets at least

minimal programming and staffing standards. If this is not done, it is likely that the Division will be faced with continuing problems and public concern.

Classification: Since this institution is newly operational and is the only female adult facility in the Southcentral Alaska region, all classification actions are considered to be primarily an internal function. No problems have yet been identified by staff with existing Divisional classification policies and procedures.

Special concerns: Increased staffing and increased program and equipment budgets are essential to bring this facility up to minimal institutional services standards.

Recommendations: Increase program and equipment budgets immediately; add essential staff positions in order to make the program functional; expand capacity by shifting administrative offices to the unused areas of the institution and converting existing offices to dormitories (to be done with minimal expenditures); utilize remaining space in the new administrative area and/or the four self-contained apartments above for a full-scale halfway house, pre-release and partial incarceration center for male offenders from the Southcentral Alaska area.

Appendix K

McLaughlin Youth Center

Profile

Survey period: December, 1977.

Institutional functions: The Center serves a dual function. It is the State of Alaska's only correctional facility providing long-term treatment for juveniles who have been found delinquent and committed for treatment by the court. MYC also serves as a short-term juvenile detention facility for the Anchorage area. While both functions are housed in the same facility they are two separate programs which share administrative and support services.

Population structure: male and female juveniles in detention or treatment programs. Those held in detention are awaiting court dispositions, placement in the treatment program, or placement outside the state.

Present existing capacity: 135.

Preferred operational capacity: 135.

Potential for increasing capacity: money has been allocated, and construction will commence soon, on a closed treatment unit which will provide additional space for ten juveniles.

Count for survey period: 132.

Average length of stay of present treatment population: 9 months.

Average age of present population: not available.

Location of home record (by region)

Southcentral	93	Southeast	5	Northern	34
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Staffing: 120 total staff including 82 home staff for four treatment cottages (49), girls (9), boys (14), and closed treatment unit (10). The staff receives continuous in-house training in the I-Level treatment format. All new staff receive three months of orientation training. Selected staff members are sent to training outside of the state, including management training.

Housing: four treatment cottages for male and female juvenile offenders - 20 beds each; girls' detention unit - 15 beds; boys' detention unit - 30 beds; closed treatment unit - 10 beds.

Existing programs: measureable program goals are established for each juvenile offender. A full range of diagnostic services are provided. Treatment programs are provided to all security unit juveniles as well as to those in the cottages. A treatment relevant classification system (I-Level) for delinquent adolescents is stressed. A fully accredited school program is provided under agreement with the Anchorage School District. A vocational survey and training program offers food service, cosmetology, graphic arts, basic electricity, photography, business, small engine repair and general shop opportunities. The educational program for residents of the detention units consists of instruction in required academic subjects plus physical education, arts and crafts, and drafting.

Discussion

Physical plant: Construction is about to commence on enlarging the closed treatment unit. There is a need, according to the Superintendent, to further expand the closed treatment unit for five girls in addition to the current expansion effort. The institutional programs would benefit from construction of a gymnasium for recreational and multi-purpose activities. The gym is particularly needed during the long winter season for indoor activities and has been recommended for placement on the Division's capital improvements list for the coming fiscal year by the Governor's Commission on the Administration of Justice.

Staffing: There were no serious or immediate staffing needs expressed by the institutional administrator. There is, however, a continuing need to attract competent staff as openings occur. The turnover rate of staff at MYC is relatively high due to the transient nature of the young staff and the emotional strain related to working with a difficult and transient juvenile delinquent population.

Program needs: The Superintendent feels that the present boys detention unit dormitory, which now has double bunks for 30 boys, should be converted to single rooms. This change would enhance the programming efforts in that unit by permitting relative privacy and establishing an environment more conducive to individualized treatment in what is now an often difficult group living situation.

Classification: The juvenile classification process is evidently not subjected to the same burdensome procedure as the adult classification process. Typically, a juvenile determined by the court to be delinquent is classified through the local probation office nearest to his/her place of incarceration. The probation office forwards its recommendations and packet of materials to MYC for approval. If the MYC staff concurs with the field staff recommendations, the juvenile is transferred to the institution and a complete diagnostic survey is completed for treatment programming placement. If MYC staff do not agree, the Chief of Field Services is contacted to arbitrate a satisfactory solution. Except in those rare cases of differing field and institutional staff opinions, the Division's central office staff are not involved in juvenile classification actions. Typical institutional placements include MYC, Turning Point Boys Ranch, the Jesse Lee Home, and outside placements with the Colorado Youth Authority and other similar out-of-state programs (see the profile on juvenile out-of-state placements).

Juneau, Fairbanks, Ketchikan, Bethel and Nome correctional centers and a few local jails hold juveniles in detention status only until court dispositions are finalized.

These facilities do not offer long term treatment programs.

Special concerns: The addition of a gymnasium should be considered a priority in the Division's capital improvement projects for the McLaughlin Youth Center in the coming fiscal year.

Recommendations: A complete examination of the Alaska juvenile justice system and processes and a comprehensive plan for alternatives to institutionalization should be considered a priority in the correctional master planning effort; planning for construction of a gymnasium at MYC should commence as soon as possible in order to eventually provide indoor recreation and physical exercise space for the confined and active juvenile population; a model similar to the juvenile classification process should be adopted for classification of adult offenders statewide.

Appendix L

Federal Bureau of Prisons
(FBP)

Profile

Survey date: December 7, 1977

Institutional classifications: medium and maximum (maximum emphasized).

Population structure: sentenced male and female adult offenders, predominantly male felons (96%).

Present existing capacity: there has been no official existing ceiling promulgated by the Federal Prison administration on accepting sentenced adult Alaskan offenders under terms of the existing contract between Alaska Corrections and the Federal Bureau of Prisons. However, due to overcrowding within the Federal system a ceiling is likely to be imposed, or other more structured eligibility criteria established, at any time in the near future.

Preferred operational capacity: not applicable at the present time.

Potential for increasing capacity: marginal.

Count for survey period: December 7, 1977

Sentenced males	99
Sentenced females	<u>4</u>
Total	103

Sentence range of present population: 2 years to life.

Average length of sentence present male population:

<u>5 yrs or less</u>	<u>5 - 10 yrs</u>	<u>10 - 20 yrs</u>	<u>20 yrs & over</u>	<u>Life</u>
35	26	17	6	15

Projected minimum release dates present male population:

<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982+</u>
0	12	5	7	4	71

Average age of present sentenced male population: unavailable.

Location of arrest sentenced male population: unavailable.

Staffing: not applicable.

Shift staff: not applicable.

Offender housing: Table 5 on the following page, provided by the Division of Corrections Central Office, indicates the location of Alaskan prisoners within the Federal system, the first quarter, 1978 actual costs and the projected costs for the final three quarters of 1978. Actual incarceration locations within the Federal system range from minimum to maximum security placement.

Existing programs: programs available within the Federal Bureau of Prisons offer a full range of possibilities in medical, psychological, educational and vocational opportunities. However, the major criteria for placement of Alaskan offenders in the FBP system are apparently related to length of sentence and the potential security risks posed by retaining many of these offenders in the smaller Alaskan correctional institutions. In fact, not many Alaskan offenders placed in FBP can expect to benefit from the few excellent programs offered at the various Federal institutions. Most good programs have long lists of inmates waiting to participate. It is this investigator's opinion, based on personal observation and on-site visits to most of the major FBP institutions where Alaskans are held, that whenever feasible only the most seriously dangerous or disruptive Alaskan offenders should be considered for placement in the FBP system. There is little doubt that most other offenders will not benefit in a positive way from a transfer to the Federal system. In fact, except for the most dangerous or disruptive offenders, the majority would suffer from the association with a much more sophisticated and racially divided large prison population. A much more impersonal environment with overcrowded conditions necessitating even less staff-inmate interaction is the rule, rather than the exception. Except for specialized programming, such as transfer to the Federal Medical Prison at Springfield, Missouri, for mental health treatment, and certain other rare program placements, Alaskan prisoners should not be sent to the FBP for programming reasons.

Discussion

Physical plant: There are two obvious reasons for maintaining an ongoing contract for placement of long term or high security risk Alaskan prisoners within the Federal Bureau of Prisons system. The first is the lack of a long term

ALASKA PRISONER MANDAYS

FEDERAL BUREAU OF PRISONS

FY 78 - 1st Quarter Actual and Last 3 Quarters Projected Costs

Inmates		Location	Inmate Days	1st Quarter		Balance of Year	
Male	Female			Rate	Amount	Inmate Days	Amount
0	3	Alderson, West Virginia	207	\$ 26.156	\$ 5,414	822	\$ 21,500
1	0	Ashland, Kentucky	92	21.030	1,935	274	5,762
4	0	Atlanta, Georgia	333	15.762	5,249	1,096	17,275
13	0	Leavenworth, Kansas	1,200	18.860	22,632	3,562	67,179
2	0	El Reno, Oklahoma	184	18.684	3,438	548	10,239
20	0	Lompoc, California	1,633	17.579	28,707	5,480	96,333
5	0	Marion, Illinois	407	30.671	12,483	1,370	42,019
0	1	San Diego, California	46	19.816	912	274	5,430
23	0	McNeil Island, Washington	1,996	18.114	36,156	6,302	114,154
1	0	Oxford, Wisconsin	92	27.666	2,545	274	7,580
16	0	Springfield, Missouri	1,115	42.000	46,830	4,384	184,128
5	0	Terre Haute, Indiana	415	17.305	7,182	1,370	23,708
<u>90</u>	<u>4</u>		<u>7,720</u>	<u>\$ 22.472</u>	<u>\$ 173,483</u>	<u>25,756</u>	<u>\$ 595,307</u>

(7720 ÷ 94 = 82.13 days in 1st Quarter) 89.27 inmates

Less 3 inmates recorded at more than one institution, due to transfers within quarter = 91

correctional institution with the appropriate security features within Alaska. Secondly, the State's various medium security institutions, even with a balancing of populations, are near capacity levels.* One may also argue that it may be less costly to maintain Alaskan prisoners within the Federal system than to approve many millions of dollars in capital construction costs for a new long term prison within the State. Legislators and administrators should be aware, however, that as the Federal system becomes more crowded with Federal level prisoners and as Alaskan offenders placed outside continue to press litigation for return to their home state, Alaska's continuing contractual ability with the Federal Bureau of Prisons becomes more tenuous. There is no indication, however, that a moderate level of placement, through revised classification policies and procedures, would not be acceptable to the Federal authorities.

Staffing and Program needs: These two categories are not explored here, since the State of Alaska must depend entirely upon the ability and discretion of the FBP authorities in these areas.

Classification: The primary mechanism utilized to transfer Alaskan offenders to the Federal Bureau of Prisons is

* It has been argued that a pressing need exists in Alaska for construction of an appropriate long-term security facility but this possibility is beyond the scope of this study and should therefore be left for full exploration within the master plan project.

the Alaskan prisoner classification process. This process is structured around criteria designed by the Division of Corrections' administration to delineate those categories of offenders who should be considered for placement in FBP. As stated earlier, primary considerations are allegedly given to length of sentence, degree of security risk, and potential for, or actual, disruptiveness within the Alaskan correctional institutions. If a concept of justice (just desert) is to prevail in classification actions, then the Division must exert the ultimate in objectivity and cautious discretion in making FBP placements. In fact, through real world experience, it is well known to correctional practitioners that an offender's length of sentence alone is not an accurate guide to the offender's behavior while incarcerated. Sentence length is at least a questionable criterion if used apart from known incarceration behavioral patterns. That is, long term offenders are often less disruptive than many short term offenders in the institutional setting. Another important consideration concerns the responsibility of the State of Alaska to ready its prisoners for eventual mandatory release back into the community of initial arrest (unless, of course, the offender or the Parole Board chooses to restrict this right). The transient offender originating from outside the state or only recently relocated to Alaska might be another exception to an Alaskan release. At the present time it appears that at least 24% of the Alaska FBP male

population are within 3 years of their minimum projected release dates; that is, 24 of the 99 male prisoners placed within the Federal system as of December 7, 1977, will be released in 1978, 1979 and 1980. In fact, 12 are due for release in 1978, without considering the possibility of earlier parole by the Alaskan Parole Board. Further, according to Division data on this population, 35 of the adult males in the Federal system are serving sentences of 5 years or less and 25 of the male prisoners are serving from 5 to 10 years. If the criteria for placement in the Federal system were modified so that only those offenders with sentences of 10 years or more and at a minimum, 5 years minimum time remaining to be served, this population could be reduced to only long term hard core or high risk offenders. Those with lesser sentences should qualify for FBP placement only on the strictest demonstration of high risk to Alaskan institutions and programs. In other words, there should currently be, with only rare exceptions, no Alaskan offenders in the FBP system with a projected minimum release date of less than 1982. While this policy would place somewhat of an additional burden on existing in-state correctional problems, it is objectively important to take this step. The Federal courts and the FBP administration would hopefully recognize a good faith effort to maintain as many of Alaska's own prison population as possible within the state in keeping with the Governor's Commission on the Administration

of Justice recommendations.* Such an effort may postpone a potentially damaging Federal judicial or administrative decision requiring the return to the state of all Alaskan prisoners. As stated earlier, conservative placements of Alaskan offenders in the Federal system should result in little or no pressure for such dramatic action. From October, 1974, to October, 1977, the Division has housed in-state an average of 22 offenders with sentences of 12 years and above. Over the same period, placement of Alaskan offenders in the FBP system has grown from a low of 29 in October of 1974 to the December 7th high of 99 male offenders.** The most critical jump in this population occurred in the second quarter of 1976 and has continued upward since that time. While the Alaska Justice Facilities Planning Study (supra) neglects to inform the reader that 66% of the FBP prisoners have sentences of less than 12 years or more, or that 24% of the current FBP population are within 3 years of mandatory release, the implication is made that because these offenders are residing in the FBP system they are assumed to be high risk. This is not necessarily true. As stated

* Resolution passed at the quarterly meeting of the Governor's Commission on the Administration of Justice, George F. Boney Memorial Court Building, Anchorage, January 6, 1978.

** Gruzen & Partners, John Graham Company, Draft of the Alaska Justice Facilities Planning Study, Program Statement, Profile: High Security Adult Population by Historical Growth, January, 1978, (unnumbered pages) Section 1.

earlier, the Governor's Commission on the Administration of Justice has recently emphasized that the Division of Corrections should make every effort to retain as many Alaskan prisoners within the state as possible.

Special Concerns: The growing number of Alaskan prisoners placed within the Federal Bureau of Prisons system is likely to result in Federal and State judicial or administrative attention to continuing Federal placements. This attention will be in relationship to the possible rights of Alaskan prisoners to be housed near their home community, as overcrowding with the FBP system. This attention could result in a return of Alaskan offenders to the state and a true crisis in available in-state prisoner housing space. Secondly, the Chief of Classification should chair all "outside" (FBP) classification committees as the job description for that position clearly states.

Recommendations: Implement immediately a policy which clearly delineates the Chief of Classification for the Division of Corrections as chairman of the out-of-state (FBP) classification committee in compliance with the existing job description for this officer. Change the FBP classification criteria so that only long-term offenders with sentences of 10 years or more and projected minimum release dates of 1983 and beyond may be considered for FBP placement, permitting only rare exceptions to this criterion for clearly demonstrable and written reasons; (individual and behavioral characteristics rather than length of sentence should be the primary criteria used in classifica-

tion for FBP). Develop clearly worded written criteria for behavioral or past-record concerns that would screen out long-term offenders who pose no security threat if retained within Alaskan facilities. Return as many prisoners as possible having minimum projected release dates of 1982 or earlier to Alaska, with emphasis on those having substantial community contacts that might contribute to rehabilitation; develop full-scale re-entry programs for those offenders returning from FBP to Alaska, including pre-release and release follow-up programs.

Appendix M

Outside Juvenile Placements

Profile

Survey period: December, 1977.

Institutional functions: generally, Alaskan juvenile delinquents are sent to institutions or authorities outside the state for specialized programming not available within Alaska. This group of juveniles may include those who are difficult to manage on a long term basis at the McLaughlin Youth Center or at facilities of private care providers within the state..

Population structure: male and female juveniles found delinquent by Alaskan courts and in need of long term treatment programs for whom space and/or programming is not available within the state.

Present existing capacity: no population ceiling constraints have been defined.

Preferred operational capacity: not applicable.

Potential for increasing capacity: unknown.

Count for survey period: 40.

Average length of stay outside of Alaska: unreported.

Average age of population: unreported.

Location of home of record: Thirteen juveniles, or 32% of the outside juvenile placements, are from the Northern region of Alaska. The majority of outside placements are from Southcentral Alaska. The home of record was not obtainable from current Division of Corrections central office data.

Staffing: staffing information on the several outside placement programs were not reported. Under existing contractual arrangements, the Division must rely upon adequate staffing being provided by the out-of-state contractor. Site inspections are conducted by Alaskan correctional personnel during routine re-classification visits to each out-of-state facility holding Alaskan juveniles.

Housing and programs (present Alaskan juvenile population in parenthesis):

Excelsior Girls Facility, Colorado (18): group counseling, drug and alcohol counseling and treatment; community interaction emphasis.

Colorado Youth Authority (6): programs range from secure housing to community (local) programs; vocational and educational programs; counseling; basically this facility accepts the overflow from McLaughlin including those boys presenting confinement or behavioral problems.

Texas Brown School (3): psychological emphasis; strong educational program.

Deveraux Texas (2): emphasis is on medical and psychological services.

Deveraux California (1): this facility provides an open setting with a location adjacent to the UCLA Santa Barbara campus; emphasis is on treatment of juveniles with severe medical problems and those with mental inadequacies or deficiencies.

Secret Harbor, Anacortes, Washington (6): this somewhat isolated facility is located on an island; counseling and psychiatric services are emphasized; the Division is currently phasing out the contractual use of this facility.

St. Mary's Boys Home, Oregon (1): no information provided.

Sky Ranch, South Dakota (3): no information provided.

Discussion

Out-of-state placement of Alaskan juveniles typically averages 50% boys and 50% girls. All placements are for long term treatment purposes, not detention. As with adult offender placements outside the state of Alaska, it would appear that Alaska also has an obligation to attempt to retain as many Alaskan juvenile delinquents within the state as possible.* There is a questionable concern over the state's ability to monitor the quality and quantity

* The classification and transfer of juveniles to treatment facilities thousands of miles away from their homes and families in Alaska is of questionable therapeutic value. An examination of this issue and its possible relevance to the Molly Hootch education issue is beyond the scope of this study but must be considered in future planning efforts.

of outside treatment programs. Because corrections has only one long term treatment facility for juveniles within the state, it would appear to be necessary to examine thoroughly all options for additional housing space or alternatives to the present incarceration capabilities of the Division. According to a Division spokesman, and because there is a strong indication that juvenile housing space is needed in the Northern region (Fairbanks), figures have been compiled for estimating the relative cost of care for housing options in the Fairbanks area:

foster home care rates in Fairbanks - \$11.00 per day

private care provider (group home or program)-\$52.00 per day

new construction, juvenile institution \$80.00+ per day

As these figures clearly indicate, and as discussed concerning adult incarceration costs generally (see Introduction), the incarceration of offenders in correctional institutions is the most costly option available to correctional administrators. Also to be considered are the recommendations of the National Advisory Commission on Criminal Justice Standards and Goals in the volume on Corrections, which recommends specifically against the construction of any new institutions for the housing of juvenile offenders.*

It would seem appropriate then that the Division must seek to develop all reasonable alternatives, not only for the return of juveniles placed outside the state, but also in the development of alternatives to incarceration for the care and supervision of juvenile offenders

* National Advisory Commission on Criminal Justice Standards and Goals, Corrections, Washington, D.C., 1973, p 357.

in-state.

Recommendations: Assign a high priority to development of alternatives to the placement of Alaskan juvenile delinquents outside the state for long term treatment and care; commence data acquisition and initial planning for alternate care options in lieu of the institutionalization of juveniles in-state; both of these recommendations should receive the full attention of the correctional master planners and be a priority concern addressed by the master plan.

Appendix N
CUSTODY CLASSIFICATIONS

DEFINITIONS:

MAXIMUM: Maximum is a custody classification which exercises ultimate control of the offender. The custody classification is usually reserved for "escape risk" inmates, those individuals considered incorrigible, persons displaying mental health problems or suicidal tendencies, or "new" inmates who are relatively unknown to the correctional system.

CLOSE: Close is a custody classification that provides the second "strictest" control of the offender's movement in an institution. Close custody is used to offer maximum supervision without eliminating participation in institutional programs. This classification is usually intended to reduce escape hazards and to provide supervision for the unusually difficult offender.

MEDIUM: Medium is a custody classification designed to provide work and program availability within the institution for those offenders not needing continuous or direct supervision or outside the confines of the institution with supervision.

MINIMUM: Minimum is a custody classification which offers the maximum of movement by the offender within the confines of the institution with minimal supervision and eligibility for outside assignments under general or intermittent supervision only.

Appendix O

Modifications for the Anchorage Annex

national clearinghouse office of review

University of Illinois at Urbana - Champaign Department of Architecture
505 East Green, Suite 200, Champaign, Illinois 61820 Telephone (217) 333-0311

September 30, 1977

Mr. Duncan C. Fowler
Criminal Justice Planning Agency
Courts and Office Building
Pouch AJ
Juneau AK 99811

Dear Mr. Fowler:

The National Clearinghouse was recently requested to respond to the alternatives study for pretrial detention in the Anchorage area. The specific item of concern at this time was the Sixth Avenue Annex to the State Correctional Center, which is part of the Anchorage Public Safety Building located at Sixth and C Streets. In order to respond to this request, a site visit was made to this detention facility on September 14, 1977.

The inspection of the Sixth Avenue Annex was to explore the conditions of this facility and to provide suggestions as an interim measure pending the construction of new facilities. The specific items to be addressed were:

1. Overcrowding
2. Lack of adequate indoor and outdoor recreation and exercise
3. Lack of adequate visitation and communication facilities
4. Lack of adequate medical, psychiatric and psychological facilities
5. Lack of adequate attorney/client conference facilities, and
6. Lack of adequate living environment including heat, ventilation, noise, light, sanitation and privacy.

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Working in conjunction with the National Clearinghouse in this inspection was Mr. Edwin Crittenden, representing the architectural firm CCC/HOK which has recently completed a study of the detention requirements for the Anchorage area. Section 3 of this report contains a thorough architectural analysis of the Sixth Avenue Annex.

- I. This facility was originally designed as a city jail for a caseload of drunks, indigents and short-term misdemeanor offenders. The scope of this program was drastically changed when the state assumed the operation of this facility. Not only was the physical plant to continue those duties of a municipal lockup, but also to house offenders processed by the state criminal court system. Administrative space as well as detention space was not designed for this expanded work scope. For example, the administrator's office and secretary are currently situated in former storage rooms, the lawyer consultation room was the garbage closet for the kitchen, and the inmate capacity has surpassed the original maximum design capacity of 100 to a current average daily population of 130. Many of the problems at this facility can be addressed internally by modifications to the building. However, the most critical problem, that of overcrowding, is the most difficult because it is the result of policies and procedures which are external to the facility and part of the total criminal justice system. The facility can never be expected to operate efficiently under the current population demands; any modifications should only be expected to be short-term solutions. Since the facility has reached its physical limitations, alternative solutions should be considered for diverting low risk offenders back into the community, on a pretrial basis or to other facilities. To accomplish this, existing programs will need to be evaluated and possibly new ones will need to be implemented. Finally, responsibility will need to be delegated for the screening of inmates in order to determine the services for which they are eligible. One possibility may be to achieve this by providing an "intake service center" as part of the initial intake, booking and classification of an offender.

To further elaborate on this area of intake programs, Mr. Ken Bishop of the National Clearinghouse has prepared the following comments:

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Although there are several problems currently plaguing the State Correctional Center at Anchorage, the major issue is that of space. Two solutions to the overcrowding are: 1) reduction in population, and/or 2) provision of more space. The factors related to the numbers of individuals within a detention facility are numerous and often reflect circumstances beyond the direct control of the facility administrator. Consequently, all attempts to develop programs aimed at jail population reduction must involve all components of the criminal justice system.

The full cooperation of criminal justice agencies in implementing diversions and alternatives to incarceration will ultimately have an effect upon the detention population. The remaining population will require detention in order to insure appearance in court and/or protect the community. Good judgment would indicate that utilization of diversions and alternates to incarceration can result in population reductions and also in a cost-effectiveness and efficiency to the justice system.

The lack of sufficient data makes it difficult to assess current practices and policies. However, to the extent possible, data from various sources and conversations with representatives from components of the Alaska criminal justice system has provided some information.

The diversions and alternatives to incarceration have an effect on the admission rate to the pretrial detention facility that is directly proportional to the number of such services that are provided. For example, the failure to use alternatives such as citations/summons/notices to appear requires admission and booking of every arrestee. However, the full use of such diversions within statutory and discretionary limits results in a reduction in the admission rate. The exact impact will depend upon the range of offenses which are permitted to be dealt with in this manner. These range throughout the country from selected misdemeanors to all misdemeanors and selected felony cases. Conversation with Alaska Department of Corrections representatives revealed that a program of summons/citations had been in effect in the Anchorage area for the past year, but that it had had limited effect in the admission rate to the Annex. If this

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impression is correct, there are two major possibilities: 1) the program is underutilized or so restrictive that only an insignificant number of arrestees are involved, or 2) there has been an increase in arrest rates that offset the impact of the summons/citations in such a manner that the admission rate to the Annex remains virtually unchanged.

Another consideration that can be dealt with at the time of arrest concerns the diversion of those individuals to agencies or facilities that are more appropriate to handle problems of alcohol and drug abuse, mental illness and domestic difficulties. Alcohol abuse contributes significantly to the criminal justice problems in Alaska and any services of education, detoxification, treatment, and diversion of the alcohol abuser should provide some relief.

The data that is currently available to the National Clearinghouse is not clear regarding the proportions of misdemeanants and felons who are detained in the Annex. One portion of a document indicate that 22% are misdemeanants and 78% are felons, but a further breakdown of the Annex male population lists booking (admission) proportions of Part I (Most Serious) Crimes (presumably felons), as 21.1%, and other crimes (presumably misdemeanants), as 68.1%. (An additional 10.4% needed to bring the total to 100% was listed only as Other.) When the preceding data was weighted for length of stay and a representative cross-section of the daily population of the Annex was obtained, the Part I (Most Serious) Crimes (presumably felons), is 46.6% and other crimes listed (presumably misdemeanants) is 35.2%. (The additional 18.0% necessary to bring the total to 100% was listed as Other.)

The data in the preceding paragraph indicates that there may be between 22% to 68% of the admissions to the Annex are misdemeanors and between 22% to 46% of the average daily population within this less serious offense category. The major point to be made is that the full utilization of diversions and alternatives to incarceration might assist in some population reduction in the Annex.

The time of admission is the second point along the criminal justice continuum at which programs and services can be provided which impact upon any jail population. There are several procedures

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typically used at the time of admission. Several of these will be discussed in sequential order from least to most drastic alternatives available.

The least drastic alternative for pretrial release is that of release on the individual's own recognizance. It is understood from conversation with the Alaska State Court Administrator that ROR is used only to a limited degree within the State. It is further understood that a study was prepared several years ago by the Vera Institute regarding pretrial release services. However, it is not known what conclusions or recommendations were contained in that study. Implementation of a release-on-recognizance program to be administered at the time of admission to all arrestees to determine eligibility for release under these circumstances may be beneficial. The next least drastic alternative would include release under supervised ROR, i.e., release to a third party (family, attorney, local citizen, etc.) who would accept responsibility for the arrestee under the conditions of release.

The surety bond is typically the next level of alternatives to pretrial incarceration provided for the arrestee. It is understood that bonding through a private agency with the bail/bond established by a prepared schedule is the primary means of pretrial release of detainees from the Annex. Bonding should be provided for those detainees who have been determined as unqualified for ROR and that bonding services (such as the 10% system) be administered by the court. It is understood that there is currently a court-administered bonding system but detainees are apparently ill-informed of its availability because it is virtually unused.

The expansion, availability and full utilization of an ROR and court administered bonding system would have several advantages. It would provide pretrial release opportunities for those who qualify and result in detention for only those who require it under the Alaska statutes regarding appearance at trial and safety of the community. Also, it would avoid the impression that pretrial release is available only to those with adequate financial resources. Furthermore, the court administered system of bonding can address issues of relevancy to criminal justice issues, development of

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eligibility criteria, feedback and monitoring that is essential and independent of the financial solvency of the arrestee. It can also avoid the inequities and abuses inherent in the private bonding system.

The length of stay is another major contributing factor to the housing needs within a jail. The more quickly individuals are processed for pretrial release or trial, the less housing space that will be needed for a given number of individuals. Since jails usually have periods of the day when admissions are highest, the provision of hearings that are related to these circumstances in a timely manner would have an impact upon the jail population.

Another consideration is the length of time awaiting trial. Full compliance with the Alaska "speedy trial law" and efforts expended to further reduce the period of time between arrest and trial would also reduce space needs. Although there are several reasons why pretrial stays are extended, including high court caseloads, insufficient number of prosecutors and/or judges, and continuances requested by the defendant, these problems can be identified and action taken.

A section of the Annex is now occupied by "trusties" and the question needs to be raised as to the advisability of the retention of this group within the jail. If, as the term implies, they can indeed be trusted, the matter of their continued detention needs evaluation. They occupy extremely valuable space which might better be utilized by those on a pretrial status who are detained for only those reasons established by Alaska State Law. Although there may be some individual exceptions, the term "trusty" at least suggests the potential for alternatives to incarceration such as ROR, bonding, probation, fine, suspended sentence, or work release rather than incarceration. Although it is recognized that trustees perform various custodial and supportive services, the current daily detention cost of approximately \$40 per individual could provide salaries for civilian employees.

It is understood that part of the Annex population is composed of sentenced individuals. Some of these serve very short sentences in this facility (less than ten days). Under such circumstances, the utilization of alternatives at the time of adjudication might

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provide equally effective but less costly options. These would include probation, fines, restitution, suspended sentences, and/or community services.

Another group of sentenced offenders would appear to be those held in the Annex because of space problems at other Department of Correction facilities. Certainly it is no solution to merely shift problems (of overcrowding) from one facility to another, but the development of expeditious transfer of sentenced individuals from this facility should be developed. It is understandable that those sentenced individuals who are appealing their cases have advantages by remaining in the Annex, but objective and constitutional criteria should be developed that would define the conditions under which this could possibly occur. The violation of the rights of others must be a factor in such considerations.

With full involvement, and cooperation of all the relevant Alaska and Anchorage criminal justice, governmental and community agencies, the following programs, services, policies and procedures are recommended for development and implementation:

1. Full utilization of the summons/citations/notices to appear that is possible through statutory and discretionary provisions.
2. Diversion from the criminal justice system of those individuals whose "offenses" are more adequately and appropriately dealt with through programs, services, agencies and facilities for the treatment of alcohol and drug abuse, mental illness, domestic problems, etc.
3. Development and implementation of a systematic and objective release-on-recognizance program to be administered upon admission to all arrestees.
4. Full and exclusive use of a court-administered bonding system that is related to criminal justice issues.
5. Timely and expeditious arraignments/first hearings.

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6. Compliance with the Alaska speedy trial provision and reduction to minimum time possible of pretrial length of stay.
7. Full use of sentencing options that are alternatives to incarceration to include fines, restitution, probation, suspended sentences, community services.
8. Transfer of sentenced individuals to appropriate facility in timely and expeditious manner.
9. Re-evaluation of trustees for alternatives to incarceration, elimination of the group designated as such and either utilize other detainees on a work assignment basis and/or civilian employees.

Since the female detention area is to be vacant, it may be possible to utilize this space as an intake processing area. Alleged offenders entering the facility could be housed there up to 72 hours to accommodate the screening process for the determination of release, referral to another agency, or a background check. Although "booked in," it would not be necessary to formally classify an individual and make a residency assignment until it was certain that he was not qualified for some form of release. The three rooms in this area of the jail numbered "2" could be converted to security interview offices. Room number five, the medical examination room, could be the office of intake services for the individuals assigned to screening and to coordinate visitation and court appearances. The provision of an intake center would hopefully accomplish two things:

1. Improve the operational efficiency by concentrating intake, booking, and release procedures.
2. Reduce the overall inmate population by the increased implementation of alternatives to incarceration and diversion to other agencies by an intensive screening process.

It should be noted on the enclosed drawing that the areas indicated are only schematic representations. Although it is intended that a

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minimum amount of actual renovation should be done, procedures of security and traffic flow would have to be studied in detail.

- II. An investigation of this facility indicates that its use as detention center, as opposed to a city jail, leaves it deficient in the provision of exercise or recreation space. While the outside exercise area is adequate, it can only be used as weather permits. As a solution, one of the other exterior courts should be roofed over and the enclosed space heated. Perhaps this could be accomplished with premanufactured metal building components. An adequate amount of recreational equipment should be provided as well as at least one hour of daily exercise permitted for all inmates. The trend in recent court decisions supports this standard, especially in regard to pretrial detainees. According to the California jail standard and the proposed Nebraska Jail Standard, the number of square feet of surface for an outdoor exercise area shall be computed as follows:

$$\frac{\begin{array}{l} (80\% \text{ of Maximum Rated} \\ \text{Client Population}) \end{array}}{\begin{array}{l} \text{Number of One-Hour} \\ \text{Exercise Periods per Day} \end{array}} \times 50 \text{ sq. ft.} = \text{Required Exercise Area}$$

A review of the literature does not indicate any formula to determine indoor recreation area requirements. However, enclosing the courtyard designated on the enclosed drawing would be more than adequate by current practices.

- III. The physical restraints of this facility make the provision of visitation extremely difficult. Three non-contact security positions are the only visiting stations accessible to the public. For a facility housing 130 inmates, it is questionable if this is sufficient. In order to alleviate this shortage of space, visitation hours could be expanded; for example, from 5:30 p.m. to 9:00 p.m. every evening and from 9:00 a.m. to 9:00 p.m. Saturdays and Sundays. In addition, pay telephones could be installed in the inmate residential areas. Telephone calls are important for inmates for the same reason visits are important. They help the inmate to maintain his ties with the

outside. If an inmate is illiterate they are particularly important. If his family cannot come during visiting hours, they may be his only contact with them. Providing telephones in the residential areas has been successful in many detention facilities in the past few years.

The proposed Nebraska State Jail Standard defines visiting as follows:

10-(2) Visiting...

- (a) Each jail's plan shall include at a minimum the following:

- Nine (9) visiting hours per week;
- ii Three (3) visiting days per week;
- iii One (1) weekend visitation period of at least four (4) hours;
- iv Two (2) hours of visitation on one week day after 6:00 p.m.;
- v Special additional visiting hours and arrangements for visitors who must travel over 150 miles;
- vi Provisions to assure that visits shall not be limited to less than one-half hour;
- vii Provisions to assure that during regular visitation hours, detainees are permitted at least two (2) hours of visitation per week. Provisions to assure that each offender is allowed at least two (2) visits per week;
- viii Visits by persons providing services or assistance such as ministers, physicians, mental health or addiction therapists, probation officers, attorneys and law students or paralegal assistants providing an inmate legal services shall not count against the minimum visits.

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- (b) If a detainee is held for longer than six (6) hours after arrest, he shall be allowed one (1) one-half hour visit within twenty-four (24) hours.
- (c) Inmates on work release shall be permitted at least two (2) one-half hour visits in the evening or on the weekend each week.
- (d) No restrictions shall be placed on who may visit an inmate except that any person who the facility administrator has reasonable grounds to believe presents a substantial threat to facility security or order may be precluded from visiting. No person shall be denied admission to a facility for visitation solely because of age. A person shall not be deemed to present a threat to security or order merely because of a past record of felony or misdemeanor convictions or arrests or a combination of these. No person shall be precluded from visiting an inmate if the threat to security or order can be removed by utilization of a noncontact visit. Notice that a visitor has been precluded shall be given to the inmate in question.
- (e) All inmates shall be allowed contact visitation. Contact visitation shall be denied only if:
 - A visitor or inmate requests noncontact visitation;
 - ii It presents a threat to the safety of the visitor or inmate;
 - iii It presents a substantial threat to facility security;
 - iv Such denial is being used as a disciplinary measure because of a visit-related disciplinary infraction.

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- (f) Visitors may be subjected to a pat-down type search and inmates may be searched before and after visits. Searches of inmates shall be conducted in accordance with §11-(5). Visitors shall be required to register their names, addresses and nature of the visit.
- (g) A staff member may be present in the visiting area of a facility if necessary for security purposes. Staff shall not monitor conversations.
- (h) Persons providing inmate services and assistance, such as ministers, mental health and addiction therapists, inmates' attorneys or any law student or paralegal assistant providing legal service shall be allowed to visit at any reasonable time between 8:00 a.m. and 10:00 p.m. for any reasonable length of time. §10-(2) (d), (e), (f), (g) and (k) shall apply to visits by such persons. However, if it is urgent that the inmate be seen, such persons shall be allowed to visit the inmate at any time.
- (i) Anything brought in by visitors for inmates or given by inmates to visitors shall be treated as mail under §10-(1).

IV. It is difficult to determine if the existing medical facilities are adequate because of the lack of program information regarding services which are currently available or planned. However, experience has shown that for a facility of this inmate capacity, one could expect the following medical space by current standards.

1. One nurses station consisting of a desk and a small 2-4 patient waiting area.
2. One examination room with a toilet, shower, examination table and overhead light, locking cabinets to secure medication and a sink.
3. A dental office would be optional, depending upon availability of services.

4. Physician's office, desk, two chairs and file cabinets.
5. Several cells specifically for housing medical patients.
6. One office to be used as a multipurpose space for psychiatric and psychological interviews. The physician's office could be used for overflow.

The work scope of this type of medical treatment area would be for first aid, storage and dispensing of medication and diagnosis. It should not be intended that serious cases be treated at this facility; these should be referred to the emergency unit of a public hospital.

In staffing this space, a licensed physical should be provided on a contractual basis at regular schedules for "sick call," examination of new bookings and to be "on call" for emergencies. A nurse should be provided on a regular shift basis for routine intake examinations and the daily dispensing of medication.

An inspection of the current medical examination room indicates that it is deficient in space to provide services more than medicine storage and first aid. As indicated on the drawing, the space indicated as a "warehouse" could provide the space necessary for a medical examination and treatment area. The drawing also indicates that portions of this space could be used as a library. Perhaps the psychiatric and psychological interview rooms could serve the multiple function of library book storage.

- V. Attorney client conferences are currently held in a room formerly designated for the kitchen garbage and in one of the drunk tanks. Sufficient space should be provided for attorney visiting. Visiting areas should be designed for contact visiting with supervision provided. Facilities should include interview areas which provide for confidential consultation with visitors, attorneys, counselors, ministers and parole or probation officers.

As indicated on the drawing, removal of females from this facility will provide three rooms which could be converted to attorney interview rooms.

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VI. The general living environment including heat, ventilation, noise, light, sanitation and privacy all reflect standards which were the accepted rule ten years ago. It is important to note that only in the past five years have jails and detention facilities been the focus of much social controversy. By current standards the overall living environment of this facility is minimal at best, and the severe overcrowding further compounds an already desperate situation. Inspection of the facility indicates that while it may not be practical to air-condition the building, additional rooftop mechanical units could provide increased ventilation and heat. The nature of the building construction provides only hard surfaces such as concrete and steel; noise control would be extremely difficult and it is doubtful that the results would warrant or justify the expense. The lighting and sanitation, however, are two items which could be improved at a minimal expense. In both cases, all existing fixtures should be examined and repaired where necessary. Additional security lighting can be added as needed. While it would be extremely difficult to add more toilet fixtures, sanitation could be improved by providing modesty screens in the toilet and shower area. They should be designed, however, so as not to obscure visual surveillance.

It might be noted that hot carts could be added to the kitchen equipment in order that the inmates can be served warm meals.

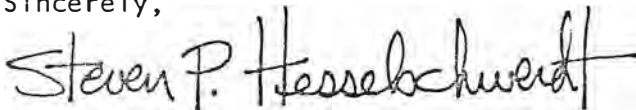
In conclusion, it can be said that the operational expectations far exceed the performance ability. This facility was not planned to operate under the current scope of activities. In addition, national trends and correctional standards have changed so dramatically in the past years that this facility could not, in any practical sense, ever be renovated to accommodate the programs, administrative requirements and residential criteria (such as all single occupancy cells) to support the current work demands. Any modifications or improvements should be regarded as short-term only (five to eight years) and provisions should be made to either reduce the population and work scope at this facility or to entirely abandon it in favor of a totally new facility at some other site.

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Please find enclosed a copy of the Jail Standards which were recently proposed for the State of Nebraska. In the absence of such a document in the legislation of Alaska, this enclosed standard may be a helpful reference for any future planning.

These recommendations are respectfully submitted for your consideration. If we can be of any further assistance, please do not hesitate to contact the staff at the National Clearinghouse.

Sincerely,

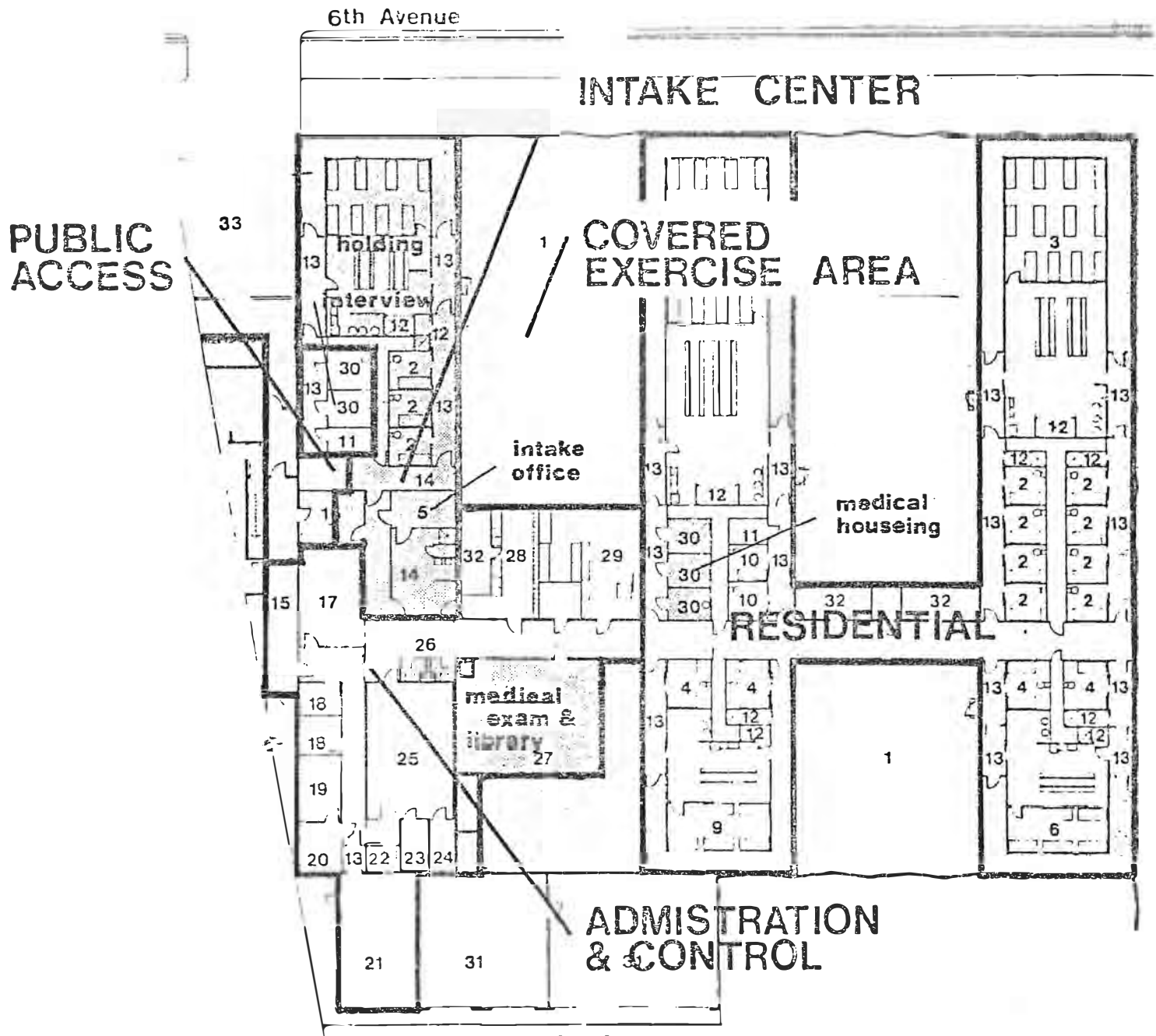
A handwritten signature in dark ink, reading "Steven P. Hesselshwerdt". The signature is written in a cursive style with a large, prominent "S" and a long horizontal stroke at the end.

Steven P. Hesselshwerdt
Project Review Administrator

SPH/dp

enclosures

PROPOSED MODIFICATIONS



STATE CORRECTIONAL
CENTER - ANNEX
6th & Cst
Anchorage, Alaska

Scale 0 5' 10' 20'



existing:

- | | |
|---------------------------------|-------------------------------|
| 1 Courtyard | 18 Holding Cell |
| 2 2 Bed Cell | 19 Superintendent's Office |
| 3 24 Bed Men's Dormatory | 20 Secretary |
| 4 4 Bed Cell | 21 Vehicle Sally Port/Storage |
| 5 Medical Exam | 22 Attorney's Visiting Room |
| 6 10 Bed Maximum Security | 23 Cold Storage |
| 7 32 Bed Men's Dormatory | 24 Storage |
| 8 16 Bed Women's Dormatory | 25 Kitchen |
| 9 10 Bed Trustee's Dormatory | 26 Restroom |
| 10 Isolation/Suicide Prevention | 27 Warehouse |
| 11 Counselor's Office | 28 Property Storage |
| 12 Shower(s) | 29 Laundry |
| 13 Sally Port | 30 Detox Cell |
| 14 Booking | 31 Police Parking |
| 15 Visitor Waiting | 32 Fan Room |
| 16 Visiting | 33 Parking |
| 17 Control | |

Appendix P

Conversion Study, Old Providence Hospital

ational clearinghouse for criminal justice planning and architecture

June 16, 1977

Mr. William H. Huston, Director
Division of Corrections
Department of Health and Social Services
Juneau AK 99811

Re: NCCJPA #2103 - Presentence Detention Facility (Study Conversion of
Old Providence Hospital)

Dear Mr. Huston:

The purpose of this letter is to convey our analysis of the existing structure identified as the "Old Providence Hospital" which is in response to your request for technical assistance from the National Clearinghouse. The analysis of this building was to be in respect to its potential and feasibility for renovation and conversion to a presentence detention facility for the Anchorage area. The consideration and concept of possibly reusing this existing structure is as an alternative to totally new construction of such a detention facility.

On May 19 and 20, 1977 the writer toured most of the detention facilities in the State's correctional system in and around Anchorage as well as the Old Providence Hospital which was to be the particular focus of our attention. The tour of this nearly 40-year-old building revealed that the structure is apparently quite sound and capable of supporting substantial renovation. The building is essentially a three-story reinforced concrete, T-shaped structure. Information provided by the present owner indicates that the building was originally designed and constructed to be expanded vertically by one or two additional stories.

The concrete floor system spans from the exterior walls to column supported beams at each side of the central corridors which extend the full length of the wings.

One shortcoming of the structure is the relatively short (9'6") floor to floor dimension. This factor, coupled with the further reduction in headroom at the beam locations somewhat limits the alternatives available for

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William H. Huston
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delivery and distribution of new mechanical systems throughout the building. Nevertheless, this limitation of head-room does not in itself constitute an insurmountable obstacle. The present mechanical and electrical systems would be of no value in any subsequent conversion and would be replaced. Possible mechanical distribution might be from a new system of equipment located on the roof which would drop down to serve the various zones. The illustrated solution achieves a vertical alignment in the plumbing on each floor to minimize horizontal runs.

As new and more efficient insulation would need to be incorporated, one possible approach might be an external surface application in conjunction with a prefabricated, prefinished metal facade.

The intermediate partitions throughout the building are of wood frame and drywall construction. The interior furring and surfacing of the exterior walls is of similar construction. With these partitions removed, each floor would present, with exception of the system of intermediate structural columns, a relatively unencumbered volume which could be subdivided into a variety of areas for appropriate functions.

As requested, utilizing the available construction drawings of the existing building, as well as benefit of the on-site inspection, the National Clearinghouse has conducted conceptual studies and exploration into the potential of the Old Providence Hospital to function as a pretrial detention facility. The criteria which was the basis of these studies is the same as that identified with advanced practices in correctional architecture and constitutional standards. Any special consideration as would relate to prevailing code requirements, ordinances or structural analysis which would obviously need to be incorporated into any subsequent definitive development is not within the scope of our investigation.

The location of the hospital site in the downtown area affords a desirable proximity for a pretrial detention population in providing accessibility to the courts, attorneys, family and friends as well as appropriate community resources. The site appears to be adequate in size to accommodate several possible alternatives ranging from a combination of new and existing construction, to a phased or initial demolition pursuant to totally new construction on the site. The prospect of perhaps also incorporating a criminal justice component into some ultimate concept might be a particularly beneficial and worthwhile consideration.

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These studies were not limited to merely achieving the greatest possible detention capacity but were to assuring an appropriate proportion of programmatic and support functions for a resulting capacity. The fact that this facility is to serve only a pretrial population as opposed to that of a "sentence" facility, or even a combination of both, somewhat lessens the demand for providing a more comprehensive offering of programmatic areas such as classrooms, training areas, counseling rooms, etc. Using the Guidelines recommended by the National Advisory Commission on Criminal Justice Standards and Goals that misdemeanants should be tried within 30 days and felons within 60, the majority of the detainees would not remain in the facility long enough, or be expected to engage in such intensive programs. Areas that are more critical are those providing opportunity for a range of passive to vigorous activities to occupy, in a positive manner, the otherwise idle time of the detainee.

Our brief analysis of this building leads us to generally concur with the observations stated in the Architects' previous study. Fitting this new function into the shell of the old hospital building will obviously dictate some compromise in efficiency to what would be an optimal solution for a detention facility. The long narrow wings present difficulty in providing segregation for disparant classifications of the detention population while at the same time providing adequate supervision and efficient circulation. The extent to which these concessions or limitations might render any solution impractical, other than for some intermediate period of time, remains the primary question. Nevertheless, our investigation did produce a confidence that the Old Providence Hospital building is indeed capable of functioning reasonable as a presentence facility, even if only for a limited duration.

It appears that such a conversion could be possible with the need for minimal, if any, horizontal expansion. Assuming that more detailed investigation would reveal that the structure can in fact support additional stories, it would appear possible to closely approximate the capacity projected for the presentence facility. The actual "capacity" of such a facility should take into account, and be comprised of, both residential components and the short-term holding capability which would be in proximity and conjunction with the intake/booking operations. If only utilized as an interim solution to a more responsive long-ranged development, adequate capacity might be realized without the additional fourth and fifth floor construction.

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We are enclosing rough sketches which illustrate a concept for converting the hospital building into a pretrial detention facility. We stress that these are merely conceptual and illustrative in nature and are of course contingent to further refinement and in-depth investigations and analysis prior to any decision to proceed with any definitive development. This particular solution, which does not encroach further on the available site, suggests a possible capacity, including that of short-term, intake holding, of approximately 180 detainees. This, however, requires additional construction to complete the fourth floor over the north and south wings of the building.

With this additional construction, plus that of the renovation in the balance of the building would be estimated to cost approximately \$2.76 million on the basis of average construction costs for the lower United States. Factors reflecting the increased construction costs for Alaska would need to be applied. However, national cost estimating resources indicate an average adjustment factor approximating 1.4 for the Anchorage area. As previously stated, the approach taken in investigating the potential of this existing building is that of adhering to current and advanced practices in correctional architecture. This approach provides the economic advantage of utilizing more common building materials and practices as opposed to the traditional over-emphasis on "specialty" construction and security equipment which generally employ, to excess, the use of steel bars and plate. Current construction materials and techniques make it possible to incorporate appropriate and adequate security without incurring the high costs typically associated with jail construction. The fact that the proposed facility will house a pretrial population does not preclude realizing the cost savings inherent in this approach.

The staffing implications for the solution depicted by the schematic drawings indicate an approximate daily staff-to-inmate ratio of 1:6, or a total ratio of 1:3. There would be 37 shifts per 24 hour period.

A general description of the possible concept illustrated on the enclosed drawings is as follows:

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DETENTION UNITS

The total detention capacity would be comprised of several living clusters or units to facilitate differentiation of security levels and segregation of disparate classifications.

Each of these units is comprised of individual cell/room of a size ranging between 70 to 80 square feet in area. Each of the cells/rooms would be equipped with bunks, writing desk and toilet/lavatory fixtures (see enclosed "Standards for Pretrial and Post-trial Detention").

Each of the rooms also has the required security window permitting exterior light and orientation. The new windows, while reduced in size, utilize the existing window openings throughout the building; the unused portion of these openings would be filled in.

DAY/ACTIVITY AREAS

Each of the residential clusters has its own day/activity area which results in being of generous proportion compared to what might normally be provided in more efficiently designed new construction.

CONTROL STATION

Each of the residential clusters is provided with the capability for direct observation from a control station. In most instances, the positioning of these stations enables controlling several units or functions from one location. The positioning of the station in this manner also alleviates what might otherwise be unacceptable obstructions to lines of site and visibility caused by the numerous columns within the day areas.

In conjunction with each of these control stations is either a new spiral stair or existing stairwell facilitating vertical access by the security staff to all floors. During night shifts this access enables supervising several units with reduced staffing.

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BASEMENT (West Wing)

The two-story volume of the previous boiler room and the adjacent areas would serve the active exercise and recreation functions as well as need storage areas. Unfortunately, the four columns within this space limit the full potential of such a space. A portion of this basement area might also be used for laundry service (if required in this facility) rather than in the first floor location.

FIRST FLOOR (Daylight Basement)

Food services and laundry facilities are located in the west wing of this level. It may be that one or both of these functions could take place at some other facility, thereby giving this area over to additional residential capacity.

The north third of this same wing houses a residential cluster of nine cells.

The south wing, while perhaps serving primarily as one larger residential cluster of 22 (due to the difficulties in circulation and food distribution) has the capability of being subdivided or reduced if necessary into two smaller units--one to each side of an intermediate control station.

SECOND FLOOR (Ground Floor)

The intake operations and related short-term holding functions have been located in the west wing and central portions of this level. Offender intake would be through a controlled vehicular sally port on the north side.

The temporary holding area accommodates the recommended concept of providing both group waiting/holding lounges as well as single occupancy cells/rooms for security purposes or overnight holding. (See enclosed "Design Criteria for Short-term Holding.")

Provisions for the delivery of medical examination and treatment at intake and during residence are also located at this level. (three individual rooms).

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Facilities for both contact and non-contact visiting as well as attorney counseling and interviews are provided in the northern portion of the south wing in proximity to the intake area.

Administration offices have also been located on this floor as well.

Residential clusters of 3 and 12 occupy the balance of this level.

THIRD FLOOR

The central portion of this level is given over primarily to multiuse programs/activity areas such as library, counseling, etc.

Offices for administrative functions as well as staff lounge and lockers are also located at this level.

Apart from the typical residential clusters configuration, this floor has smaller residential units of 3 and 7 for purposes of administrative segregation, protective custody, or some other special holding need.

The balance of this floor contains residential clusters of 9, and 12 capacities.

FOURTH FLOOR

The central portion of this floor has a system of rooms and areas for program activities for the inmates at this level.

The balance of this level is primarily given over to the residential clusters of 9, 10, 12, and 13 capacities plus a special holding unit of 3.

(If, as an interim alternative to some ultimate solution, the new construction necessary to complete the north and south wings at this level is not considered advisable, the existing central portion and west wing might be re-configured as indicated in the partial plan for this area. This particular level would then provide residential capacity of 17 (2 clusters of 7 and 12) for a reduced residential capacity of 140 inmates.)

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In summary, our investigation reveals some positive as well as negative aspects related to the conversion and reuse of the Old Providence Hospital building. The extent to which it may be utilized as either a long- or short-ranged solution to meet the presentence detention requirements of the Anchorage area will depend on the fiscal resources and time constraints in upgrading the local correctional system. Initially, perhaps, would even be the determination and resolution of any restriction present zoning might impose. We hope this information will be of assistance to you in the course of these considerations.

If there are any questions or further explanation required regarding these observations and studies, please let us know.

Sincerely,

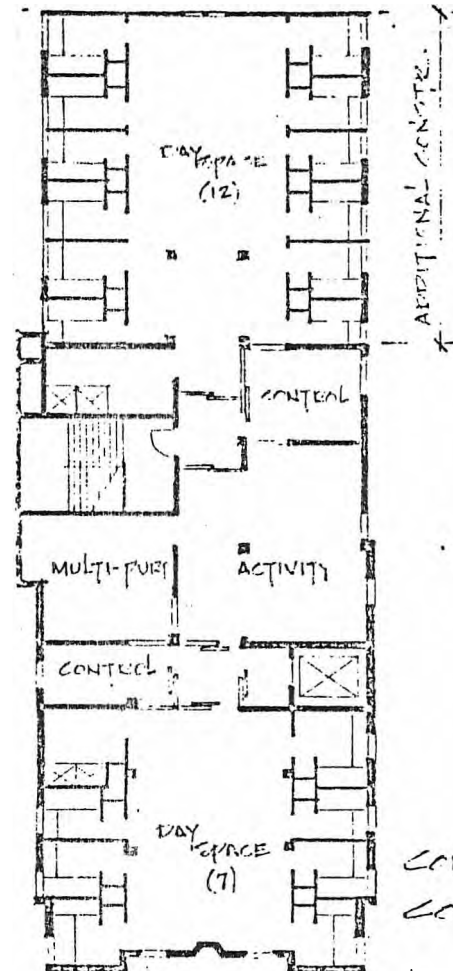


Architect
Corrections Unit

DCM/dp

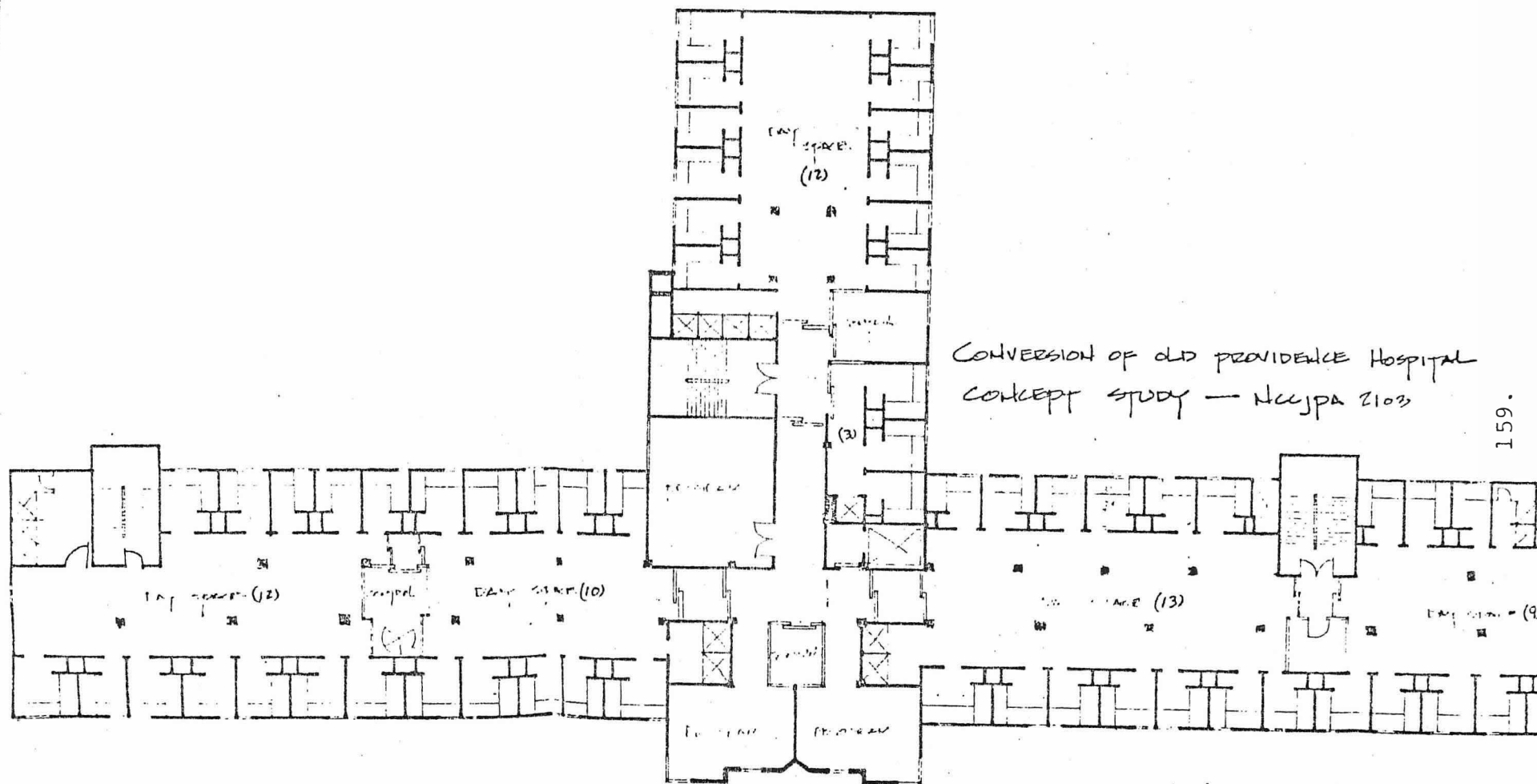
enclosures

cc: Kenneth Carpenter
Charles G. Adams
George Campbell
Duncan Fowler



CONVERSION OF OLD PROVIDENCE HOSPITAL
 CONCEPT STUDY — NCCJPA 2103
 LIMITED FOURTH FLOOR EVOLUTION

6-17-77

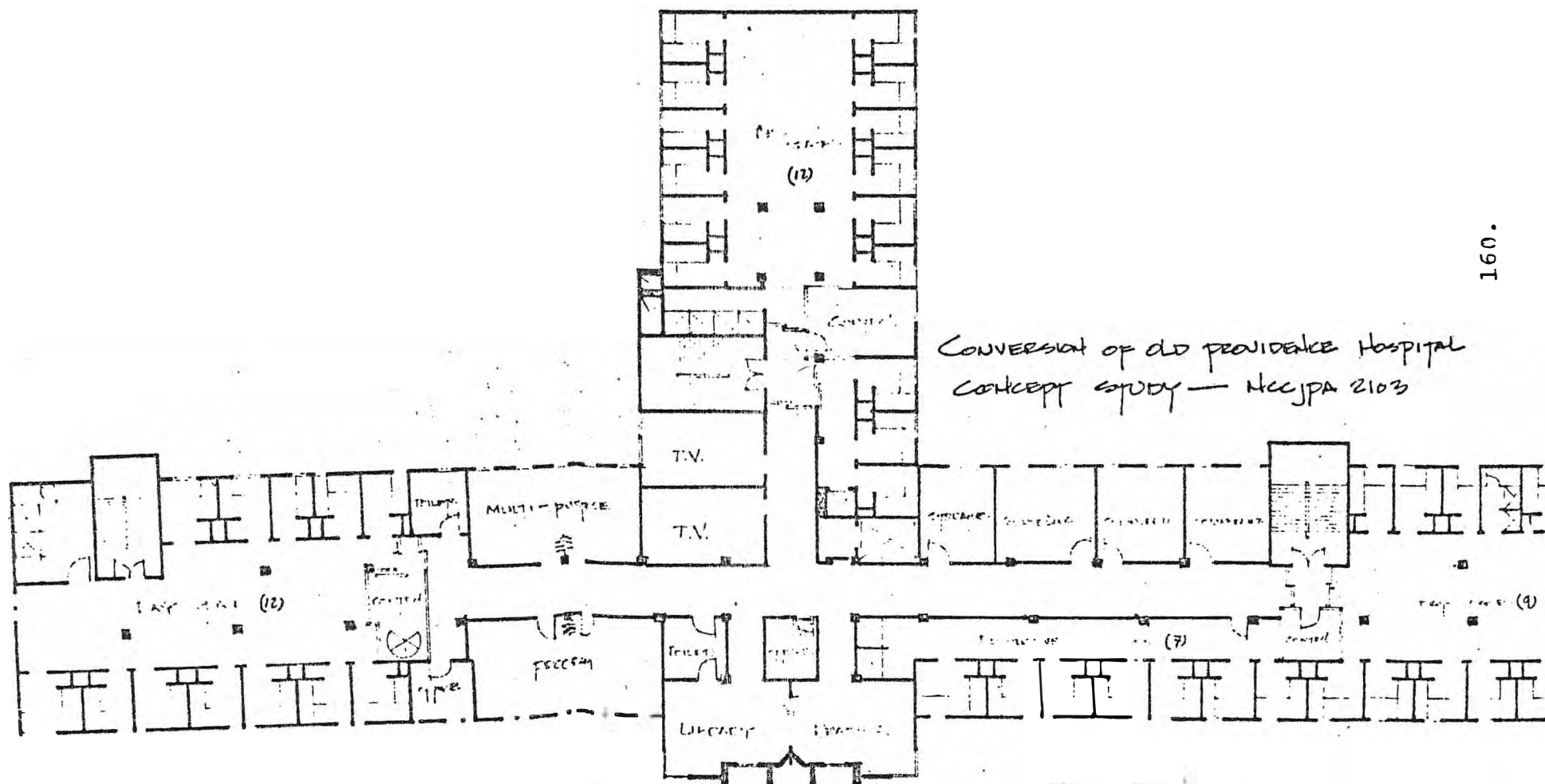


CONVERSION OF OLD PROVIDENCE HOSPITAL
CONCEPT STUDY — NCUJPA 2103

159.

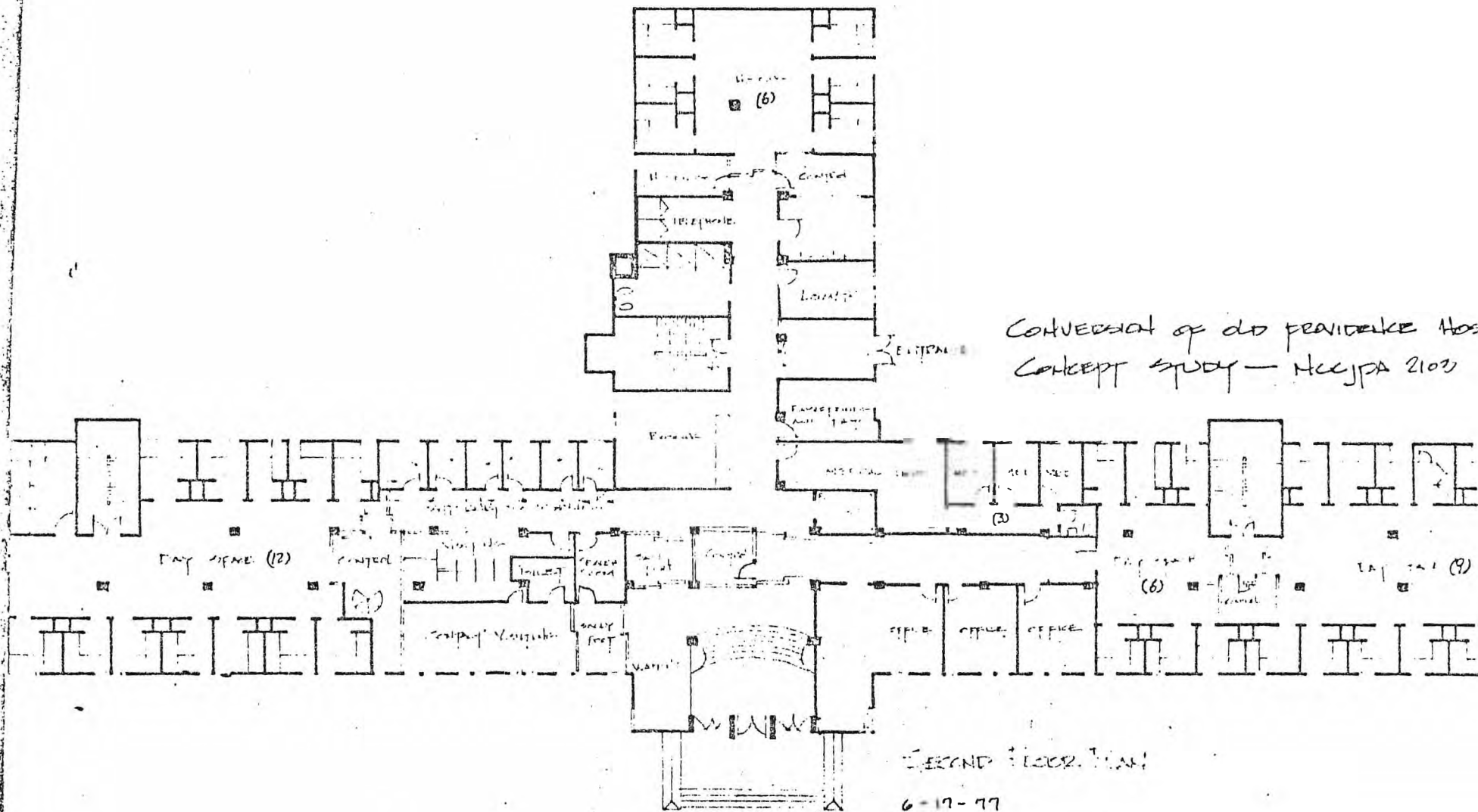
FOURTH FLOOR PLAN.

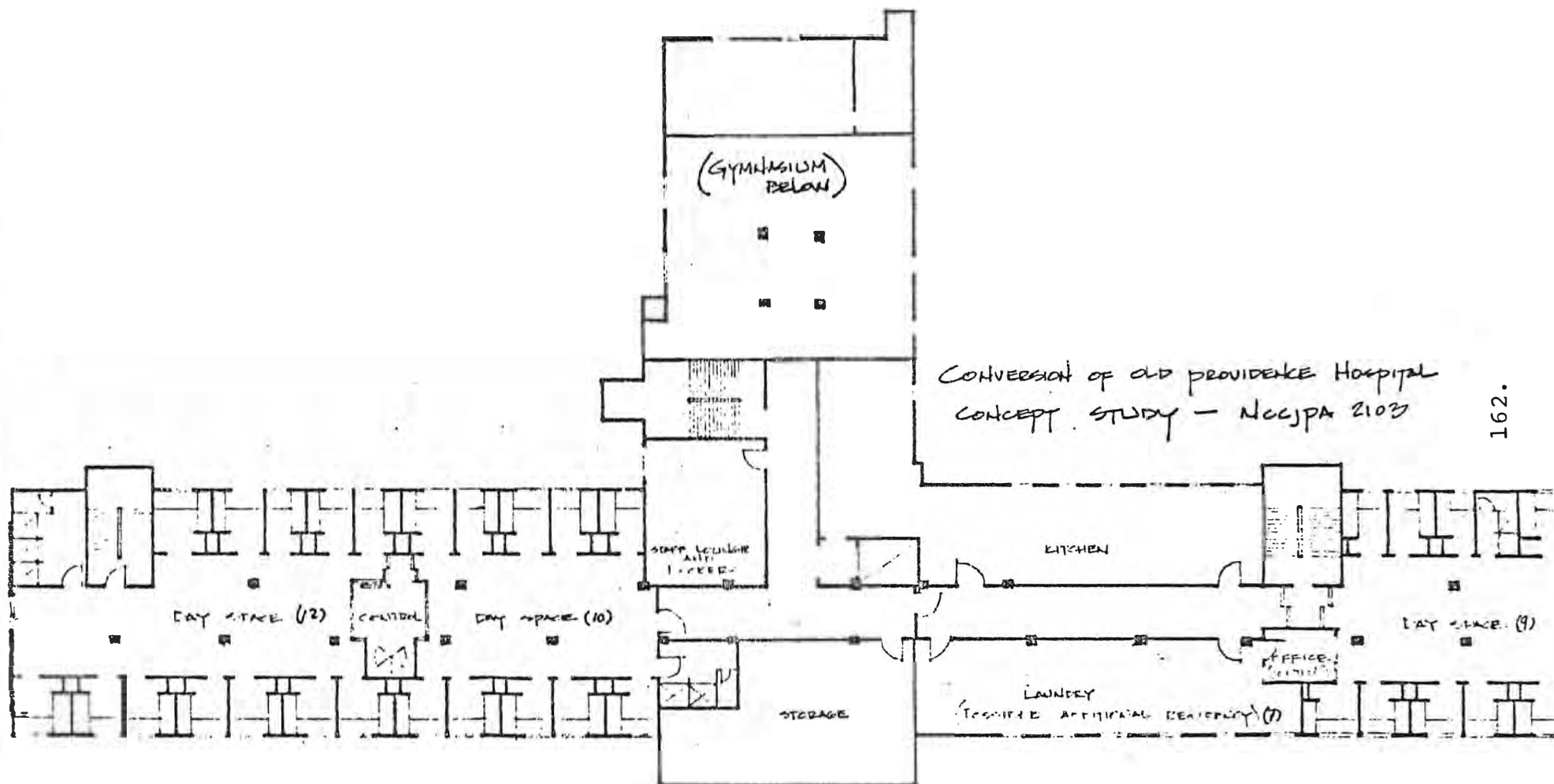
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Conversion of old providence Hospital
concept study - MCCJA 2103

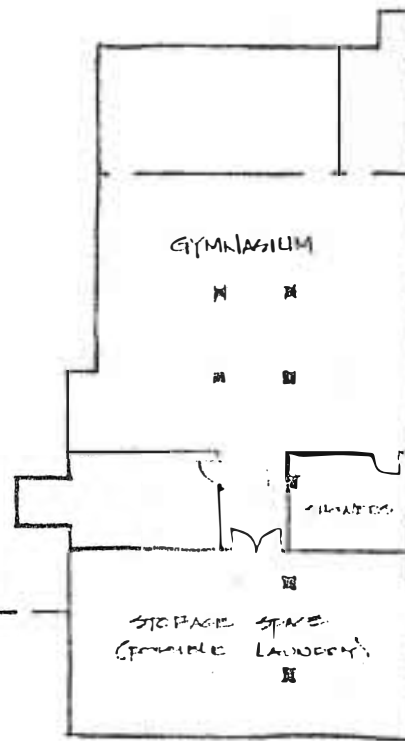
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FIRST FLOOR PLAN

6-17-77



CONVERSION OF OLD PROVIDENCE HOSPITAL
CONCEPT STUDY - NCCJPA 2103

163.

EXHIBIT FLOOR PLAN

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Appendix Q

Classification Criteria, Eagle River Correctional Center and Palmer Correctional Center



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

410

Page Number

1 of 5

Subject: CLASSIFICATION REQUIREMENTS F
SOC/EAGLE RIVER POPULATION

AUTHORITY

AS 33.30.020 states "The commissioner shall establish prison facilities and classify the prisoners in prison facilities "

PURPOSE

This statement of policy is to update and revise the current procedures pertaining to the classification of prisoners to the Eagle River Correctional Center.

DIRECTIVES

This policy supersedes policy number 402, pages 1-3, revised 10/01/74, in relation to placements at the Eagle River Correctional Center.

POLICY

It is the policy of the Division of Corrections to establish entrance criteria for placement of prisoners into the general population of the Division's Eagle River facility. The Division of Corrections has designated the Eagle River Correctional Center as a unique prison facility designed to assist prisoners with re-entry back into society. Because of the designated purpose, design of the facility and assigned



Subject: CLASSIFICATION REQUIREMENTS FOR
SOC/EAGLE RIVER POPULATION

staff, prisoners will be carefully screened for admittance by established classification procedures.

SELECTION CRITERIA

(1) General Qualifications:

- (a) Sex - Only male prisoners will be housed at Eagle River.
- (b) Crime(s) - Ordinarily, prisoners will not be considered for placement who have had a past history or have been identified with largescale criminal activity, nor for prisoners convicted of repetitive crimes of violence against a person or prior history of escapes or evasion from custody.
- (c) Length of Sentence - Due to the uniqueness of the facility, prisoners must be within two (2) years of their mandatory release date. This date will be determined by projecting statutory good time on the prisoner. A prisoner can also be considered if he has received a parole release date from the Alaska Board of Parole.
- (d) Prior Criminal Record - Ordinarily prisoners will not be considered for placement with a history of any of the following crimes: Flight to avoid prosecution, prior escape(s), or an absconder from probation/parole.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

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Subject: CLASSIFICATION REQUIREMENTS FOR
SOC/EAGLE RIVER POPULATION

- (e) Present/Prior Institutional Record - Prisoners who are, or have been, assaultive by nature, have a record of initiating institutional disturbances or sex acts will not be considered for placement.
- (f) Detainers - Prisoners with outstanding detainers or warrants will not be eligible for placement.
- (g) Special Requirements/Needs - For those prisoners who have significant, unresolved medical, dental, psychiatric, marital, legal, or economic problems, it will be necessary for the specifics of these problems to be reviewed by the Director's office prior to any formal classification action.

PROCEDURE

1. Prisoner or institutional counselor will make a request to have the individual prisoner appear before the institutional classification committee for action.
2. The committee will classify the individual prisoner and submit its recommendation to the institutional Superintendent for review and endorsement.



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Dept. of Health & Social Services
Division of Corrections

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Subject: CLASSIFICATION REQUIREMENTS FOR
SOC/EAGLE RIVER POPULATION

3. Upon review and endorsement of the classification committee's action by the superintendent, the appropriate classification documents and case file summary is to be forwarded to the Director's office for review and approval. A copy of case material will be forwarded to the Superintendent of Eagle River.
4. Upon the approval of the Director or his designee, a designation order will be issued notifying both Superintendents of approval and authority for placement.

SPECIAL CASES

By direct approval of the Director or his designee, prisoners who are within three (3) years of their release date can be placed at Eagle River under the following provisions.

1. Meet the same conditions and follow the same procedure as the 2-year criteria as to sex of the prisoner, prior criminal record, present/prior institutional record, detainers, and special requirement/need.
2. Can not be serving time for a victim type crime, except negligent homicide where specific intent was not involved. (This only applies to three-year criteria.)



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

410

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Subject:

CLASSIFICATION REQUIREMENTS FOR
SCC/EAGLE RIVER POPULATION

NOTE: Individual classification committees should take into consideration
the protection of the prisoner in relation to:

- (a) Being bisexual
- (b) Police informer
- (c) Being a prior victim of sexual assaults

Approved:

Director, Division of Corrections

Date

Commissioner, Dept. of Health &
Social Services

Date



State of Alaska
Dept. of Health & Social Services
Division of Corrections

1 of 4

Subject: CLASSIFICATION REQUIREMENTS FOR
SOC/PALMER POPULATION

AUTHORITY

AS 33.30.020 states "The commissioner shall establish prison facilities and classify the prisoners in prison facilities"

PURPOSE

This statement of policy is to update and revise the current procedures pertaining to the classification of prisoners to the Palmer Correctional Center.

DIRECTIVES

This policy supersedes policy number 402, pages 1-3, revised 10/01/74, in relation to placements at the Palmer Correctional Center.

POLICY

It is the policy of the Division of Corrections to establish entrance criteria for placement of prisoners into the Palmer facility. The Division of Corrections has designated the Palmer Correctional Center as a unique prison facility designed to house minimum custody prisoners. Because of the designated purpose, design of the facility and assigned staff, prisoners will be carefully screened for admittance by established classification procedures.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

2 of 4

Subject: CLASSIFICATION REQUIREMENTS FOR
SOC/PALMER POPULATION

SELECTION CRITERIA

(1) General Qualifications:

- (a) Sex - Only male prisoners will be housed at Palmer.
- (b) Crime(s) - Ordinarily, prisoners will not be considered for placement who have had a past history or have been identified with large scale criminal activity, nor for prisoners convicted of repetitive crimes of violence against a person or prior history of escapes or evasion from custody. Prisoner cannot be serving time for a victim type crime, except negligent homicide where specific intent was not involved.
- (c) Length of Sentence - Due to the uniqueness of the facility, prisoners must be within three years of their mandatory release date. This date will be determined by projecting statutory good time on the prisoner. A prisoner can also be considered if he has received a parole release date from the Alaska Board of Parole.
- (d) Prior Criminal Record - Ordinarily prisoners will not be considered for placement with a history of any of the following crimes: Flight to avoid prosecution, prior escape(s), or an absconder from probation/parole, or sexual offenses.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

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Subject: CLASSIFICATION REQUIREMENTS FOR
SOC/PAINTER POPULATION

- (e) Present/Prior Institutional Record - Prisoners who are, or have been, assaultive by nature, have a record of initiating institutional disturbances or sex acts will not be considered for placement.
- (f) Detainers - Prisoners with outstanding detainers or warrants will not be eligible for placement.
- (g) Special Requirements/Needs - For those prisoners who have significant, unresolved medical, dental, psychiatric, marital legal, or economic problems, it will be necessary for the specifics of these problems to be reviewed by the Director's office prior to any formal classification action.

PROCEDURE

- (1) Prisoner or institutional counselor will make a request to have the individual prisoner appear before the institutional classification committee for action.
- (2) The committee will classify the individual prisoner and submit its recommendation to the institutional Superintendent for review and endorsement.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

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Subject: CLASSIFICATION REQUIREMENTS FOR
SOC/PALMER POPULATION

- (3) Upon review and endorsement of the classification committee's action by the Superintendent, the appropriate classification documents and case file summary is to be forwarded to the Director's office for review and approval. A copy of case material will be forwarded to the Superintendent of Palmer.
- (4) Upon the approval of the Director or his designee, a designation order will be issued notifying both Superintendents of approval and authority for placement.

NOTE: Individual classification committees should take into consideration the protection of the prisoner in relation to:

- (a) Being bi-sexual
- (b) Police informer
- (c) Being a prior victim of sexual assaults

Approved:

Director, Division of Corrections

Date

Commissioner, Dept. of Health &
Social Services

Date

Appendix R

New Position Justifications,
Fairbanks Correctional Center

EXPLANATION

78

		code	
AGENCY	H & SS	CATEGORY	06 Admin of Justice
		PROGRAM	66 Reform of Offender
DIVISION	Correction	SUB-PROGRAM	01 Confinement
		ELEMENT	01 State Operated
		SUB-ELEMENT	04 Fbks Corr Center

NEW POSITION JUSTIFICATION:

The following is an outline of position descriptions of each COI post at the Fairbanks Correctional Center. Listed in the outline will be the present number of positions allotted for each post and the minimum number of new positions required to maintain security and operate the Institution properly.

Post #1 - (Five (5) new positions)

Post #1 is the booking area. Located in the booking area are four two-man cells, one drunk tank, one large holding tank, one large holding cell, fingerprint and photography room, a picture developing darkroom, inmate booking files, the AJIS machine and two booking windows. Our booking average, per month, is over 300 people. Bail is accepted by the courts 24-hours per day. People who are housed in this area are considered maximum security until they are arraigned in court. Our Institution count average is 115 inmates; consequently, there is constant traffic in and out of this area. Due to this constant traffic, and the many varied duties of a booking officer, it is very difficult to maintain proper security in this area. Presently, there is one officer designated for this post 24-hours per day. The post requires a minimum of one new position designated 24-hours per day.

Post #2 - (No new positions)

Post #2 is the Institution Control Room. Located in the control room are Institution keys, switch controls for the sallyport doors, base radio, telephone switch panel, the control panel for exterior doors and the T.V. monitors. Presently, there is one position designated for this area 24-hours per day. This is a very critical area in the Institution and must be manned by ~~two~~ (1) officer 24-hours per day.

Post #3 - (Three (3) new positions)

Located on Post #3 is a 10-man maximum security unit, two 28-man dormitories, a gymnasium, two 8-man dormitories two double unit cells, a barber shop, 24-man dormitory, plus two double unit cells at the opposite end of the Institution. There is a constant flow of inmate traffic throughout this area during the day and evening. Inmates are called out of this area for court appearances, lawyer interviews, counselor interviews, classroom activities recreational activities, meals, group counseling, work details etc. The officer on duty at this post violates security procedures each day (through no fault of his own). Each time the officer enters the maximum security unit to get an inmate, he has the keys to all areas on his post in his pocket; therefore, keys to 98 % of the inmate population are available to inmate maximum security inmates on an average of 15 times each day shift. The

EXPLANATION

AGENCY	H & SS	CATEGORY	06	Admin of Justice
		PROGRAM	66	Reform of Offenders
DIVISION	Corrections	SUB-PROGRAM	01	Confinement
		ELEMENT	01	State Operated
		SUB-ELEMENT	04	Fbks Corr Center

NEW POSITION JUSTIFICATION: (Post #3 continued)

reason for the violation is that presently there is only one officer designated for this post 24-hours per day. It is impossible for one officer to maintain security on this post; therefore, one new position is required for this post at a bare minimum of 16 hours per day.

Post #4 - (Three (3) new positions)

Located on Post #4 is the dining room, kitchen, inmate store, back freight elevator, large storage room and classrooms. This is a very critical area in any institution. There are between 20 and 30 inmates in the area throughout the day and evening, in addition to the general population of the Institution, which is fed three meals per day in this area. Presently, there is no COI position designated for this area. It is critically important that a correctional officer be designated for this post at a minimum of 16 hours per day.

Post #5 - (One (1) new position)

Post #5 is the laundry area. Located in this area are washers, dryers, woodshop, institutional electrical mechanical rooms, boilers, the base of the freight elevator, the walk-in freezers and a large series of fan rooms. Between 10 and 15 inmates are working in this area at various jobs 8 hours per day. At present, there is no officer's position designated for this area. The area's minimum requirements are: one officer 8 hours per day.

Post #6 - (Three (3) new positions)

Located on Post #6 is the matron's office, clothing room for women and juveniles, two juvenile dormitories, one woman's dormitory, a recreation room for the women and a recreation room for the juveniles. There are on an average of 20 women and juveniles in this area. Presently, there is one COI position designated for this area 24-hours per day. It is impossible for the matron on duty to supervise the juveniles and women separately. When she takes the juveniles out to yardout, the women are left without supervision; therefore, one new COI position should be designated for this area at a minimum of 16 hours per day.

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EXPLANATION

Y 78

		code	
AGENCY H & SS	CATEGORY	06	Admin of Justice
	PROGRAM	66	Reform of Offender
DIVISION Corrections	SUB-PROGRAM	01	Confinement
	ELEMENT	01	State Operated
	SUB-ELEMENT	04	Fbks Corr Center

NEW POSITION JUSTIFICATION: (Continued)

Post #7 - (One (1) new position)

Transportation Officer: The transportation officer is assigned to a security van which transports juveniles for the courts and misdemeanants. He is on duty 8 hours per day, five days per week. At present, there is no officer's position designated for this post. The post requires one new officer's position 8 hours per day, five days per week.

Post #8 - (Three (3) new positions)

Located on Post #8 is the gymnasium, weight lifting room and pool room. This is a very critical area. Inmates who are on close, medium and minimum custody are on scheduled recreation activity in this area throughout the day and evening. At present, there is no correctional officer designated for this area. The post requires a minimum of one correctional officer's position 16 hours per day, seven days per week.

Post #9 - (Three (3) new positions)

This is the outside perimeter of the Institution. The officer on duty at this post maintains outside perimeter security by patrolling the outside perimeter in a roving patrol car. At present, there is no officer designated for this post. Consequently, people from the community can walk up to the Institution, break out windows, pass guns, drugs or any other type of dangerous contraband to the inmate population. It is extremely important that one officer's position be designated for this post at a bare minimum of 16 hours per day, seven days per week.

Post #10 - (Three (3) new positions - COII)

Post #10 is the COII position (Shift Supervisors). The Shift Supervisor oversees all scheduled activities in the Institution. He visits all posts during his shift, helping and instructing officers with various duties. At present, there is one COII position designated 24-hours per day, seven days per week. Due to the volume of activity at this Institution, a minimum of one new COII position should be designated for 16 hours per day, seven days per week.

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EXPLANATION

AGENCY H & SS	CATEGORY	06	Agency of Justice
	PROGRAM	06	Department of Corrections
DIVISION Corrections	SUB-PROGRAM	01	General
	ELEMENT	01	General
	SUB-ELEMENT	01	General

NEW POSITION JUSTIFICATION: (Continued)

Athletic Director - (One (1) new position) -

When the new gymnasium was constructed at this Institution, someone neglected to designate a position for an athletic director to run it. This is a very critical position. Recreational activities in any institution is one of the mainstays of good inmate morale and rehabilitation. Some of the main duties include establishing good intramural athletic programs within the Institution and between the Institution and the community. For an institution of this size, it is critically important that one athletic director's position be designated at a minimum of 8-hours per day, five days per week.

Maintenance Man II - (One (1) new position)

178. Presently, one maintenance mechanic is charged with maintaining the physical machinery etc, of the Institution. The Institution would benefit by a preventative maintenance program, but workload on the maintenance man is too great to develop and follow through on such a program. The Institution is put in a bind when the maintenance man is on annual or sick leave, and there is no qualified person to do the maintenance work. The proposed new maintenance man would be able to assist the maintenance mechanic in his normal duties, maintain a preventative maintenance program and be able to take over the maintenance operation when the maintenance mechanic is not available on weekends, holidays and leave days.

Cook II - (One (1) new position)

The problem encountered recently and in the past is that when the Cook IV is on annual leave or sick leave, there is no qualified personnel to maintain the food service operation. The kitchen activities and work run approximately 16 hours per day, seven days per week, and the cook cannot effectively oversee these activities in 7 ½ hours per day for five days per week. Presently, we are endeavoring to start an apprenticeship program sanctioned by the community vocational school and the local union. Inmates who work in the kitchen would acquire such skills as baking, meat cutting, cooking etc. This cannot be accomplished without the addition of a Cook II position at a minimum of 7 ½ hours per day, five days per week.

EXPLANATION

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AGENCY H & SS	CATEGORY	06	Admin. of Justice
	PROGRAM	06	Prison & Probation
DIVISION Corrections	SUB PROGRAM	01	Central Jail
	ELEMENT	01	Staff
	SUBELEMENT	01	Staff

NEW POSITION JUSTIFICATION: (continued)

Clerk Typist III - (One (1) new position)

A Clerk Typist III is critically needed as an assistant to the Administrative Officer. The Administrative Officer is responsible for staff payroll, personnel actions, procurement, inmate payroll, property inventories, budget preparation and management, supervision of maintenance functions, food service operation, inmate commissary, collection of funds for staff meals, billing to City and Federal agencies; is Chairman of Classification and Disciplinary during periods of staff shortages and other related tasks as assigned.

It is impossible for one person to accomplish all of these assigned duties within the 40-hour week. Time is needed for planning and other administrative management functions.

Clerk Typist III - (One (1) new position - Booking area)

179 A Clerk Typist III is urgently needed for the booking area of the Fairbanks Correctional Center. This position was funded by the State Legislature for Fiscal Year - '76, but was withdrawn to establish a position within the Commissioner's Office.

Fairbanks Correctional Center needs a Clerk Typist III for the booking office, primarily as the operator of the AJIS computer. She would also be the immediate person responsible for maintaining all inmate records. She also will ensure that inmate's records are forwarded to the proper agencies. She would assist the booking officer with booking procedures during peak periods. She would also be a valuable asset as a female witness for all bookings of female offenders.

Appendix S

Ketchikan Corrections Study

National clearinghouse for criminal justice planning and architecture

April 15, 1975

Mr. Charles Adams, Jr., Director
Division of Corrections
Pouch H
Juneau AK 99801

Re: NCCJPA #1058 - Ketchikan Correctional Facility

Dear Mr. Adams:

This letter is intended as a summary of our review of the above referenced project from our meeting with you in Juneau on March 15, 1975. At this time it is not clear to us if it is intended to apply for federal Part E funding. If Part E funds are to be used to assist in the construction of this project, then we will need a copy of the grant application and it will be necessary for the National Clearinghouse Office of Review to make a recommendation to the Law Enforcement Assistance Administration regarding Part E funding. A review of the background information which we have at this time is as follows:

PROGRAM CONSIDERATIONS

1. Ketchikan Adult Correctional Facility

The National Clearinghouse is in agreement with most of the philosophy, and the program and design recommendations contained in the Ketchikan Corrections Study prepared by CCC/HOK. The emphasis upon diversion, and the importance of providing a correctional environment which will reinforce program goals are consistent with advanced practices and appropriate for a project which is applying for federal Part E funds. However, we feel that most sections of the Study need further amplification. Also, with reference to the Project Plan, two critically important project objectives are missing in the Study: "3) A general inmate profile whose needs can be met by a Correctional Center in Ketchikan) and 4) An outline of a total community correctional program integrating the field and institutional factors of corrections." Perhaps these two items were not intended to be a part of the CCC/HOK Study; however, such information about the offenders and the use of community-based resources is necessary for our review.

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We need further information to understand how it was determined that a 36-capacity facility is justified for Ketchikan. For one thing, we need a clearer definition of the area to be serviced by this proposed facility. In our census information, we cannot identify the census division served by the Ketchikan Jail which totaled 16,284 in 1970. We would appreciate getting further information about the jurisdiction to be served by this new facility.

Our main concern about the proposed capacity of 36 relates to the offender data. The Study states that in 1973-74 the daily average population was 21. This figure includes juveniles, and, more important, it includes persons arrested for disorderly conduct. It is fairly obvious that following the enactment of the Uniform Intoxification Act the initial response of local officials was to arrest persons for disorderly conduct who formerly had been arrested for drunkenness. Assuming that alternative programs for alcoholics were not available at that time, the temporary practice of merely changing the charge is understandable. However, as stated in the Adult Treatment Program section of the Study, a critical part of the planning for this new facility should be the development of alternative detoxification services. The availability of alternative detoxification programs will undoubtedly have a strong impact on the correctional facility's capacity requirements, and should be figured into the projection.

One difficulty in focusing clearly on the issue of long-range capacity requirements is that the Study cites booking data rather than incarcerated headcount data, and does not break the population down by offender categories. The Study's use of booking data creates problems because of the uncertainty of how many of those persons booked are actually incarcerated. Headcount data will resolve that ambiguity, and the breakdown of the incarcerated population by offense category will make it possible to anticipate the beneficial effects of diversion and alternative to incarceration programs.

In summary, our primary concern is that the long-range capacity requirement of this proposed facility appears to include offenders who should be diverted to detoxification programs.

2. Ketchikan Juvenile Facility

We strongly support the general design features of the proposed juvenile facility. However, the cost of constructing this building raises the question as to whether or not an alternative to construction might not be more appropriate. Building a structure for the four children results in allocating approximately 3,600

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square feet per child at a cost of about \$50,000 per child. Given the goal of providing a residential setting for the children and a corresponding de-emphasis of security, it might be possible to obtain an existing residence that could be converted at much less expense. If not, perhaps there are other alternatives which should be explored.

3. Programs for Adults and Juvenile Offenders

The National Clearinghouse endorses the general language of this section of the CCC/HOK Study. However, we feel that considerably more detail is required before the program goals will be specific enough to give the architect the direction he needs.

We agree wholeheartedly that persons whose problems are only medical in nature should not be incarcerated, and that pretrial offenders should be incarcerated as a last resort. We agree also that work release, ROR, conditional release, citation in lieu of arrest, and ten percent bail programs are appropriate for the Ketchikan facility, and that a high priority should be placed upon planning for the use of the new facility. However, the point is that there is no information in this Study to indicate that necessary planning is underway to implement these programs. Offender profiles must be available to anticipate the appropriate type of referral and residential programs, and a great deal of thought must be given to staffing patterns, job descriptions, and budget to insure that when the facility is opened the programs can be operational. Before the National Clearinghouse can make a formal Part E recommendation concerning this project, we will need a complete program statement including the type of information I listed above.

ARCHITECTURAL CONSIDERATIONS

1. The Juvenile Facility

If all alternatives are exhausted, and it is necessary to construct the small juvenile holding facility, then the proposed plans in the CCC/HOK Study are acceptable. Review of this proposal does not indicate any architectural revisions which would be necessary in the event this is to be a Part E project. However, the attached staff living unit could be eliminated. Typically, the National Clearinghouse recommends that detention facilities be staffed by professional personnel, working three eight-hour shifts. The houseparent approach to staffing tends to increase staff turnover rates. Being directly involved with

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the disturbed youth on a 24-hour basis can become an emotionally draining situation. This is especially true in a detention setting where little is known about the clients coming into the facility. Houseparents get little relief from this tension.

Houseparents may also find they need to supplement their incomes by having part-time jobs. Though room and board are provided, salaries are traditionally low. It is also important to note that houseparents will have the added expense of providing for living quarters for their days off.

Twenty-four hour care is not possible when employing houseparents. They are usually sleeping at night. Unless extra staff are employed at night, any problems would have to be handled by awakening the houseparents who have already worked a full day.

Finally, by utilizing professional staff, the space allocated for living areas for houseparents can be considered for some other program function. This is important when considering budget requirement.

Also, the juvenile bathroom would provide more privacy if it were located between the boys' and girls' toilet with interlocking doors from each toilet into the bathroom.

2. The Adult Detention Center

The architectural concept of this facility is very good; the comments on the design are mostly directed to the relationships of some of the various functions.

- a. The large multipurpose room does not show a furniture layout, however, furnishings could be used to effectively define this space. A part-height module partition between the men's toilet and the visiting room could contain a coat closet and some storage as well as vending machines for coffee, soft drinks, etc. Seating and tables in the remaining large space could be used for conference and public gatherings.
- b. The public entrance into the administrative area should not be through a security sally port, but rather through an open foyer.

- c. It would not be good for the public to be able to have a clear sight line from the public entrance down the corridor into the center of the detention area. Perhaps the doors and vision panels at the sally port could be staggered. Also, this sally port could be lengthened so that two small contact visiting and lawyer consultation rooms could be located within the sally port.
- d. The central corridor is quite long and contains much wasted space which will have to be heated, air-conditioned, etc. It might be possible to shorten this corridor by turning the exercise room 90°.
- e. Also, the exercise room does not have any provisions for a locker room or shower. Perhaps these items, as well as a counseling or classroom, could be located along the length of the exercise room adjacent to the corridor.
- f. All the residential modules appear to be very good and we have no comments regarding them.
- g. The concept of having the inmate activity core of the detention area project an image of a "community crossroads" is quite innovative and should be one of the distinguishing features of this facility. However, by placing the intake booking center adjacent to this core could have a negative impact on this concept. It would be better if all intake, booking, and related functions were located between the two sally port doors at the offender intake entrance. This would provide better security and would also necessitate the relocation of the maintenance room and general storage areas; however, these are not security areas and could be relocated outside the security perimeter adjacent to the general plant and kitchen.
- h. It is conceivable that not all the offenders booked will need to be processed into the detention area. For example, a person may be booked and then bonded out within a few hours. In order to eliminate the necessity of completely processing an individual, the booking area should also contain a security waiting lounge with a capacity of about six people, in addition to the indicated secure


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holding rooms. Also, it will be necessary to provide at least one private room to be used for offender interview and classification and lawyer/bondsman interview.

- i. It is important to note that this proposed plan actually has two equally important entrances; the public entrance and the quasi-public prisoner entrance. In developing the elevations and site plan for this facility, both entrances should be clearly defined and the prisoner entrance should not be treated as a "back door/truck receiving dock," but rather a restricted major entrance.
- j. Other than the living module, female prisoners do not really have any other well defined activity space. Some additional space should be provided for the women in the "cross roads" area. This is not meant to segregate the women from the men, but rather to provide another dimension to the "community cross roads concept." Perhaps this lounge and the library conference room could be located in the areas previously occupied by the booking, clothing and laundry functions. The canteen could then be relocated next to the kitchen to eliminate the necessity of moving canteen supplies through the center of the facility. The staff office could be relocated at the spot of the canteen or next to the relocated canteen. Or, the old location of the canteen could be used as a private interview/counseling room.

As this project is developed further, we will be pleased to again review the program and architectural proposals. In the meantime, if you have any questions, please do not hesitate to contact the staff at the National Clearinghouse.

Sincerely,



Steven P. Hesselschwerdt
Architectural Specialist

SPH/dp

cc: Kenneth Carpenter
Edwin B. Crittenden
Lauris Parker ✓
Bernard Winckoski

Appendix T

Bethel Criminal Justice Center Study

onal clearinghouse for criminal justice planning and architecture

October 7, 1977

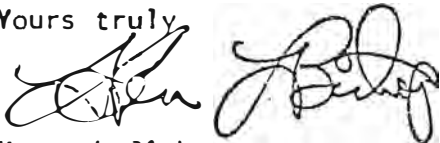
Ms. Pat Harrington
Bethel City Planner
PO Box 388
Bethel AK 99559

Dear Pat:

I am enclosing my review of the Bethel Criminal Justice Center study prepared by CCC/HOK and I hope the comments will be of interest and value to you and others within the criminal justice system in the Bethel area. Although the present lack of funds for new construction must be disheartening because of the magnitude of the needs, it would seem that the intervening time until funds do become available could be well spent in such pursuits as data collecting, strengthening the criminal justice system in the villages and exploring other options not currently in use.

I thoroughly enjoyed my visit to Bethel and if we can be of assistance in any way such as helping to develop a data base, please feel free to contact us. Best wishes in your planning for Bethel.

Yours truly,



Kenneth Bishop
Associate Administrator
Office of Project Review

KB/dp

enclosures

cc: Warren Rawles
Duncan Fowler

NATIONAL CLEARINGHOUSE REVIEW

The following commentary is a review of a document entitled "Bethel Criminal Justice Center, Bethel, Alaska," prepared by CCC/HOK, Architects and Planners. The document was presented to representatives of the National Clearinghouse for review during the Alaska Justice Facility Planning Conference held in Anchorage, Alaska, September 12 and 13, 1977. Comments within this review are based upon the CCC/HOK document, discussions with the Bethel Chief of Police, City Planner, and Assistant City Manager, and observations and information obtained from other sources within the state.

In general, the format will follow the sequence of the CCC/HOK document. However, since the pages are not numbered, section headings will indicate the portion of the document under discussion and quotation marks are used to enclose material taken directly from the report.

"Summary"

The problems existing in the present Bethel jail are fully documented and articulated in this and other sections of the CCC/HOK document. These generally fall into two general areas: 1) mechanical, structural and engineering deficiencies, and 2) design, configuration and space inadequacies. These two groupings would seem to be relatively independent of each other, with the former relevant to virtually any structure in the Bethel area, and the latter unique to a law enforcement/detention facility.

The National Clearinghouse would agree fully with the conclusion of CCC/HOK that the most valid and appropriate alternative is #3, "Construction of a New Facility." As noted, remodeling and addition would not solve the basic problems of the existing facility. However, in planning for a new Bethel facility, it is felt that benefits could be realized through further

study and development of some of the issues involved in this project in order to reach the ultimate goal of the most efficient and cost-effective system and facility to serve the citizens and criminal justice system of the Bethel area.

As noted in the Summary section, "the absence of adequate data, and the absence of a statewide corrections master plan, combined with the recent addition of a Superior Court Judge and Courthouse in Bethel, make the accurate projection of jail facility needs impossible."

The desirability and usefulness of a relevant and appropriate data base cannot be overstated when planning for both present and future detention needs. Because it appears that the construction of a new Bethel facility may well be delayed due to the present lack of funds, the development and implementation of a data collecting system should begin immediately. Not only would such information be extremely valuable in design considerations such as number, kind and configuration of space, but it would also have administrative usefulness in regard to related services and programs.

The data collection should include all the needed information pertinent to planning and management interests, as well as that required by other criminal justice agencies to avoid duplication of efforts.

(See the attached Local Institutions Survey form as a model for information related to planning and administration. The flexibility of the form allows additional data to be collected when properly categorized and coded. The National Clearinghouse provides the forms, assistance in developing the format, as well as coding, keypunching and computer analysis of the data as part of its technical assistance.)

The second issue raised in the CCC/HOK quotation cited above refers to the absence of a statewide corrections master plan. It is assumed in the report that such a "plan would recommend the establishment of a Regional Detention/Corrections Center in Bethel" and that this "regional facility would house minimum/medium security sentenced offenders with sentences up to one year." If these assumptions are correct, it would appear that the

resulting impact upon the future jail needs could be determined to a reasonable degree. For example, in the section on "Inventory of Existing Facilities," the document notes that "Although the (Bethel) center is a city facility, approximately 60% of all offenders served by the center are brought to Bethel from outlying villages by state troopers." Despite the fact that "four villages within the Yukon Kuskokwim Delta region currently have their own criminal justice centers..., Bethel is still primarily relied upon for the incarceration of all (sic) prisoners because of the misunderstanding, misuse and/or inadequacy of these village facilities." Thus, it would seem that Bethel already functions as a regional center and the demands placed upon it at the present time would very likely be the same or very similar insofar as admissions are concerned if the assumption about its possible designation as a regional facility is correct. It would appear that the major difference would be perhaps in terms of the number held under sentenced conditions for a specified amount of time. Some determination of that portion of the possible future population could be approximated, however, by determining the current and past records of those who were transferred elsewhere to serve their sentences. In determining such information, a more accurate and reasonable base can be developed for predicting the space needs for this anticipated future population.

Reference is made in this section of the report to "a statewide corrections master plan." Although it is not known what the extent and conditions are for such a plan for Alaska, such plans typically deal with only the corrections component of the criminal justice system and merely react to the policies and procedures of the law enforcement and courts components. The Bethel area should avoid this more limited perspective and in conjunction with the law enforcement and courts components, develop a total system of criminal justice that will best serve the area's needs. Included in this process should be full utilization of all the diversions and alternatives to incarceration that are possible within statutory and

discretionary authority. This endeavor should be somewhat less complex for the Bethel area since both law enforcement and corrections are the responsibilities of the same agency.

"Inventory of Existing Facilities"

Bethel Criminal Justice Center

This section refers to the fact that four villages within the Bethel area have criminal justice centers but that Bethel is the facility utilized by these communities because of the "misunderstanding, misuse and/or inadequacy of these village facilities." It is not known what factors are operative in each of these situations, but it would appear from the descriptive terms that any efforts to remedy the "misunderstanding" and "misuse" of these facilities could perhaps benefit both the Bethel jail in terms of reduced space needs and the area criminal justice system by developing a better understanding and use of that which does exist in these local communities. Because "60% of all offenders served by the center are brought to Bethel from outlying villages," there would appear to be a significant potential for impact upon the Bethel facility. There well may be a variety of issues that have to be dealt with and require efforts from a variety of sources to deal with the issues involved, but they would appear to have significant productive potential.

The matter of "inadequacy" of the village facilities may require other approaches to remedy the deficiencies such as remodeling or renovation. The development and support of such local services in conjunction with the other issues related to the village facilities can potentially benefit the Bethel area criminal justice system as well as have an impact on the Bethel jail.

Bethel Alcohol Treatment Center

A fine example of the effect of coordinated activities within the criminal justice system is the current utilization of the Bethel Alcohol Treatment Center. Because of its use as a detoxification center, there was an 85% reduction in "protective custody" holdings in the Bethel jail between 1975 and 1976. By providing accommodations for the more recalcitrant and abusive intoxicated individual in the new treatment center as recommended by CCC/HOK, there perhaps could be even greater diversion from the Bethel jail. Also, the Treatment Center could provide the courts with the availability of programs and services to consider and utilize in cases where suspended sentences and diversions would be appropriate at the time of adjudication if satisfactory involvement and/or completion of programs were indicated as being in the best interest of the "offender" and the community.

Adjudication

Commentary in the same section of the report states that prior to appointment of the Superior Court Judge, "delays in District Court scheduling meant that presentence offenders were typically held for an average of 60 days before going to trial for misdemeanor offenses and an average of 90 days before going to trial for felony offenses." The report further states that "the addition of the Superior Court in Bethel...has dramatically decreased the time between arraignment and sentencing," but does not indicate how extensive these reductions have been. However, other things being equal, such reductions are beneficial to a jail in terms of fewer housing spaces required and less demand on personnel and other services of the jail. Any possibility of further reducing these periods of pretrial detention would result in further benefits, of course.

There is some confusion on the part of this reviewer regarding the role and effects of the recent appointment of the Superior Court Judge and classification committee on Bethel. The study indicates that "with the addition

of the new Superior Court, if an offender is not admitted to bail or OR release, he will be sentenced by the Superior Court Judge with referral to the newly appointed Classification Committee." If this statement is taken at face value, it would seem to imply that: 1) pretrial detainees (those who are not released on pretrial status through bail or OR release) are invariably sentenced, and 2) those who are released from detention while on pretrial status do not (or seldom) receive sentences. This may well be the case and there are certainly logical and valid reasons, for example, to continue alternatives to incarceration after adjudication for the offender who does not require detention prior to trial. Also, there may well be sufficient and appropriate reasons for further detention after adjudication of the pretrial detainee. However, this is not always the case and is not likely to be an absolute by any means. The point being made here is that other alternatives may exist at the time of adjudication for the offender who has been determined to require detention until adjudication and these options should be fully explored and utilized.

The report states that "Experience with the new court thus far has been that most offenders have not been sentenced for minor offenses, and those offenders which have been sentenced have not been placed in jail without an accompanying work release. This reluctance to sentence prisoners to the jail has been attributable to the obvious inadequacies of its physical condition." The implications of this statement should be thoroughly evaluated and assessed from several perspectives. If the reason(s) for the "reluctance to sentence prisoners" is indeed "attributable to the obvious inadequacies of its physical condition," then the questions arise as to the purpose of incarceration, the degree of "punishment/hardship" to be imposed, the cost-effectiveness (including both initial construction and daily maintenance costs) of incarceration compared to other options available within the criminal justice system, the goal and purpose (philosophy) of the criminal justice system, and the potential for misuse. For example, if the

criminal justice needs of the community (including the individual offender) are presently being met despite the current "reluctance to sentence prisoners," there can be little justification for providing additional detention space. (The same, of course, cannot be said for providing "better" detention space.)

Statistical Summary and Analysis

The extremely limited data base of data and information related to planning and management for the Bethel facilities makes the determination of space needs virtually impossible. The booking data presented limits observations to the admission rate only and such critical data as average daily population cannot be computed without additional information such as length of stay. As recommended earlier, efforts to develop and implement a data collection system should begin immediately.

This section indicates that "the number of adult offender bookings declined by 59%" between 1975 and 1976. It is further stated that "the number of bookings for January and February of 1977 has been fewer than for comparable periods in either 1975 or 1976, and this trend can be expected to continue if there is not demonstrable improvement of the present jail facility." This statement implies that because of the physical conditions of the jail, the number of monthly books has decreased. Booking, however, as a procedure for collecting and recording significant and relevant information about the arrestee, would decrease only as a result of decreases in arrest or the utilization of diversions/alternatives at the time of arrest. The average daily population of the jail is affected by a multitude of factors typically interrelated such as arrest rate, use of diversions/alternatives to incarceration, and length of stay for both pretrial and post-trial detainees. As noted earlier, the issue should be the effective and efficient realization of criminal justice services and goals, including all alternatives and options within the system, rather than incarceration as the preferred option to the other choices available.

"Physical Plant and Space Analysis"

There is no question regarding the summary conclusions of this section. However, the final statement "the existing facility should preclude...the expansion of local criminal justice services into the villages of the region" remains a puzzle to this reviewer.

Program Alternatives

The various conditions that are presumed to affect the future use of the jail in terms of capacity and service needs are difficult to assess and accurately forecast. The combined impact of "future court rulings," a state-wide corrections master plan that "will recommend" a regional facility at Bethel that "would house minimum medium security sentenced offenders with sentences up to one year," potential oil and/or natural gas exploration, discoveries and development, and economic activity created by Native Regional and Village Corporations, make population predictions risks of the highest order. The logical approach would be the collection and analysis of criminal justice data, determination of other economic and social trends and their impact on the criminal justice system in order to develop the best possible projections. Since these might well be of limited value for long-term predictions, the design, site selection and construction of a new jail facility for Bethel should provide those requirements for future (horizontal or vertical) expansion. (It is taken for granted that only a new facility can address the needs of law enforcement and detention in an efficient and cost-effective manner.)

The report states that "the location could be the same if the existing facility were moved and reused for another purpose (possibly a juvenile detention facility). The existing site, however, would be inadequate for potential future requirements of a regional jail." It is not explained why the present site would be inadequate and this assumption could well be

re-evaluated. Although there would be housing problems during new construction at the present site, the fact that the city owns the property which is next to the courthouse are factors that would argue for retention of the present location. The report recommends that "a new facility be located on city-owned property to the west of the new courthouse," but it is unknown what advantages that choice may have over the present site, other than the convenience of being able to utilize the present facility during construction. Also, the inclusion of \$40,000 for Site in Alternative #3 (new facility) is not explained as to whether it indicates site acquisition, preparation, or other conditions. The use of the present facility as a juvenile detention facility would not seem advisable in view of its pronounced deficiencies as a detention facility for adults.

The report recommends that the jail be built "to meet a 60-90 day detention requirement" and that it be "expandable to meet future requirements of a regional facility housing both pretrial and sentenced (one-year maximum) offenders." As mentioned earlier, a sufficient and appropriate data base needs to be developed that will provide the necessary information to determine space needs. Also as noted, it would appear that Bethel currently functions primarily as a regional facility and an official designation as such would not significantly change the space needs requirement with the exception for those with longer sentences who would be permitted to remain in the local facility. The proposed time for pretrial detainees should be extended to 120 days, however, which is understood to be the "speedy trial" statutory requirement in Alaska.

The mechanical and engineering problems should, of course, be dealt with in the most appropriate manner, utilizing the most advanced and cost-effective technology suitable for the Bethel area.

Architectural Program Alternatives

As noted earlier, the alternative of constructing a new facility is the only choice reviewed here because of the obvious advantages inherent in this proposal.

Law Enforcement Space

There are many functions of a law enforcement agency which are directly related to and continuous with the corrections/detention component, while other functions tend to be relatively independent. The design and configuration of a facility housing both agencies should place the appropriate functional areas in relationship to their interdependent functions. This can best be achieved through a single story arrangement as exemplified in the drawings for Program Alternative #2. Site limitations would be the primary obstacle in developing a single story facility, but any compromises of a functional building should be fully considered and evaluated along with other site selection criteria (size, location, proximity to services and agencies, etc.).

It is felt that the proposed arrangement of space for law enforcement operations imposes several limitations on the various functions. These include, but are not limited to, necessary public and police circulation through the dispatch/file and squad room which compromises security considerations and operational efficiency, the use of stairs precludes employment and/or personal contact for disabled or elderly in the police operations area, and confidential files and communications dispatch are compromised by proximity to the public waiting area. For a detailed account of functional areas that are recommended for smaller law enforcement agencies, see the attached document. Some of these functions and space recommendations will be less appropriate for such a component in Bethel, but full consideration of all the functional areas should be made with selection of those that are relevant and necessary.

Jail Operations Space

The following is a listing of the criteria which is typically utilized by the National Clearinghouse in reviewing detention projects. Each of these criteria will be followed by comments related to the proposed Bethel design and other pertinent information.

1. The exclusive use of single occupancy detention rooms of 70 square feet each with outside light and view provided directly into the room.

This requirement allows privacy for the individual and permits greater protection from physical and sexual abuse. Although it is probable that most of the offenders will be relatively well known, the limited number of staff is likely to preclude continuous surveillance and supervision.

2. The use of more normative elements in place of the traditional steel bars and steel plates.

The issue of security reduces to two basic elements--the protection of the community (which is achieved through perimeter security) and individual safety of staff and inmates within the facility. Traditional jails are high security with concrete and steel as the typical construction material. However, more normative materials are available and should be utilized to the appropriate degree. From observation it would appear that current perimeter security at the jail is achieved partially by the environmental realities of isolation, limited transportation and climate in the Bethel area. Adequate perimeter security must be provided in a new facility but the traditional reliance on steel and concrete would most likely be an unnecessary expense.

3. The provision of an architecturally expressed security range in the detention areas.

This requirement allows the use of more normative furnishings, hardware and materials, as well as significant savings in cost. The CCC/HOK document refers to "the most indestructible material reasonable in Bethel" and the critical word in that phrase is "reasonable." See the attached "Standards for Pre-trial and Post-trial Detention Rooms."

4. The provision of day or activity space of functional configuration of at least 35 square feet per person immediately adjacent and accessible to a cluster of single occupancy detention rooms.

Under these conditions reasonable space is provided for some limited exercise and other social and passive activities. Also this space can be used for dining as well as a setting for other programs and services. It should be noted that this space requirement refers to "functional" space which would exclude passageways and space needed for door swings. For example, the generous day space in the juvenile and women's area (which exceeds the minimum requirement) is severely compromised by door swing space.

5. The division of the total capacity into a number of small clusters of reasonable size to allow for adequate separation and classification capabilities.

The problems associated with determining the needed capacity of the Bethel jail with full consideration of peak periods and future growth has been noted earlier. However, planning should provide for an adequate amount of space combined with flexibility for separation and classification capabilities. Although there are several arbitrary criteria that are used for the classification of inmates, it is recommended that segregation potential be expressed through design of the facility on the basis of age (juveniles from adults), sex (female from males), and behavior (e.g., violent/assaultive from non-violent/non-assaultive).

The determination of whether the facility is to house juveniles should be made prior to design and construction. The provision of the same space to be used for either juveniles or administrative segregation with materials and furnishings appropriate to the latter cannot be supported. Administrative segregation should be considered as special housing to be used under very clearly defined conditions with return to regular housing conditions as the ultimate goal.

The provision of only two rooms for women may well be inadequate for current and future use. Although the cell space needs typically are only about 10% of that required for men and there will may be periods of time when no women are detained, the detention of only two women would bring the proposed facility to capacity for this group of offenders. A design arrangement can be developed that would provide the required segregation but which could also be used for men when circumstances

and conditions dictate such use. Specialized conditions (such as pink fixtures) should be avoided to reduce the reluctance and resistance to its use for and by men.

The proposed men's unit does not permit classification except by number of individuals within a given housing cell. Greater differentiation should be provided to allow for classification of detainees on the basis of their behavior.

6. The provision of adequate intake, holding, recreation, visiting and other functional spaces.

- The need for a variety of functional areas in the Bethel facility will depend on a variety of factors. For example, the size and number of short-term holding cells will depend on the admission rate, the pretrial release alternatives available and the length of stay. The adequacy of the single proposed holding cell is impossible to ascertain since the needed information is not available. Also its preferred placement would be where visual surveillance can be provided from the control center.

The need for recreation space will depend upon the number and length of stay of detainees within the jail. If detention is to be for periods of up to a year for sentenced offenders, the proposed dayroom space for the number of men indicated would be far from adequate. Some multipurpose area that is large enough for more active recreation and can be programmed for other activities (which could be made available perhaps for the civilian community as well as detainees) should be considered.

7. The provision of space to facilitate correctional programs and services appropriate to the facility, its population and the local jurisdiction.

This criteria provides the necessary flexibility and requirement of providing space for functions and activities based upon the unique characteristics and goals of the local correctional system. It could include space for services and activities such as medical, education, counseling, vocational training and/or work release. These considerations are dependent on such variables as length of stay, staff, community resources, and correctional philosophy and goals.

Because of the variety of space needs and the high cost of over-specialized space configurations, the development and inclusion of multipurpose space should be a major design objective. For example, space that can be used for a variety of meetings such as interviews, visiting, counseling and/or other specified uses would be far more efficient than separate space for each of these functions.

Some specialized space will be needed since multiple use may unduly compromise some of the functions that take place within a given space. Some examples that are not included in the proposed drawing include space for medical examination and (limited) treatment and program space (e.g., for education, crafts, substance-abuse treatment, religious services, etc.) and non-contact visiting.

Other points which should be considered that are not covered in the above discussions include the placement and function of the Communications Control Center. As indicated in the proposed plan, it should be placed in the most advantageous position possible to increase its utility and effectiveness. The visual surveillance provided from this post can supplement or alleviate the need for other staff in selected areas and because security is controlled from this position, it is essential that access from the sally port and public areas for example, be visible and monitored here. The ability to provide surveillance to other areas such as housing, visiting, and dayrooms is equally desirable but physical limitations seldom permit coverage to all areas that need surveillance. Surveillance priorities should be established and a design developed that combine those with appropriate functional relationships of those spaces. For example, the suicidal individual in an isolation cell should have continuous observation and surveillance, but whether this can best be provided through proximity to the control center will be determined in part by the number and frequency of such individuals.

The inclusion of police communications and dispatch equipment and functions in the control/communications center should be fully evaluated on the basis of cost-effectiveness. Duplication to some extent is unavoidable as proposed in which a system in the jail is to be used when the law enforcement section is not manned. Staffing patterns, communication needs, law enforcement practices and cost-effectiveness of various alternatives should be thoroughly considered before commitment is made to a given solution.

In brief summary, the National Clearinghouse makes the following recommendations to supplement the extensive accomplishment of CCC/HOK:

1. Develop and implement immediately a data collecting system relevant to planning and management.
2. Determine and remedy causes of "misunderstanding, misuse and/or inadequacy" of the village justice facilities.

3. Clarify, coordinate and utilize full range of statutory and discretionary diversions and alternatives to incarceration available to law enforcement, corrections and courts for both pre- and post-trial detainees.
4. Expand services of Alcohol Treatment Center to the extent possible, including housing of the abusive and recalcitrant individual and diversionary programs to both pre- and post-trial detainee.
5. Develop a criminal justice philosophy for the Bethel area with goals and objectives which define the role and function of detention.
6. Reduce the period of time awaiting trial to the lowest possible.
7. Determine impact of the preceding recommendations upon the jail population, develop the most reliable population projections for the Bethel facility and design facility with the appropriate space configuration.

Appendix U

Ohlson Mountain Site Appraisal Report

JOHN W. MACCARTHY
ESTATE APPRAISER AND COUNSELOR
2348 HIALEAH DRIVE
ANCHORAGE, ALASKA 99503
TELEPHONE (907) 279-0056

May 9, 1977

Mr. James Carter, President
Ohlson Mountain Enterprises, Inc.
% David J. Pree, Attorney at Law
426 West 10th Avenue
Anchorage, Alaska 99501

Dear Mr. Carter:

As Mr. David J. Pree and you requested, I have made a personal inspection of your abandoned air force station property on Ohlson Mountain in Homer, Alaska for the purpose of estimating the market value of the property, both in its present state of disrepair and as if renovated and utilized. The date of the appraisal is the date of inspection, May 9, 1977 and rights to be appraised are fee simple rights.

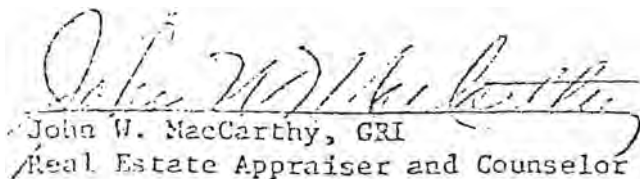
My conclusions and data pertinent thereto are contained within the following pages of this report.

My estimate of the various facets of the appraisal assignment on May 9, 1977, as if owned in fee simple, are below:

ESTIMATED MARKET VALUE, AS IS	\$2,900,000.00
ESTIMATED MARKET VALUE, IF RENOVATED	\$3,900,000.00
ESTIMATED PRELIMINARY ANNUAL RENT REQUIREMENT, IF LEASED AS EXPLAIN IN APPRAISAL REPORT	\$550,843.00

Thank you very much for the opportunity to be of service.

Sincerely,


John W. MacCarthy, GRI
Real Estate Appraiser and Counselor

JWM/nb

Attachments

SUMMARY PAGE

Legal Description: Legal Description by Metes and
Bounds Included in Subject
Property Description Section.

Size: L-Shaped

Area: 70⁺ Acres, More or Less

Location: 10.5⁺ Miles East of Homer, Alaska

Zoning: Unrestricted

Total Assessed Value and Estimated Taxes:

YEAR	TOTAL ASSESSED VALUE	LAND VALUE	BUILDING VALUE	MILL RATE/ \$1,000.00	ESTIMATED TAXES
1977	\$56,400.00	\$42,000.00	\$24,400.00	\$7.00	\$464.80

Utilities Availability: Site Self-Contained With Lines
From Kenai Electric

Estimated Land Value: \$64,000.00

Estimated Property Value, As Is \$2,900,000.00

Estimated Property Value, As If Renovated \$3,900,000.00

Estimated Renovation Costs \$1,000,000.00

Estimated Preliminary Annual Rent Requirement \$550,843.00

SUBJECT PROPERTY DESCRIPTION

Subject property is legally described by metes and bounds below:

THE NORTHEAST ONE QUARTER (NE1/4) OF THE SOUTHWEST ONE QUARTER (SW1/4) AND THE SOUTH HALF (S1/2) OF THE SOUTHEAST ONE QUARTER (SE1/4) OF THE NORTHWEST ONE QUARTER (NW1/4) AND THE NORTH HALF (N1/2) OF THE SOUTHWEST ONE QUARTER (SW1/4) OF THE NORTHWEST ONE QUARTER (NW1/4) OF THE SOUTH EAST ONE QUARTER AND THE SOUTH HALF (S1/2) OF THE NORTHWEST QUARTER (NW1/4) OF THE SOUTHEAST QUARTER (SE1/4) OF SECTION 29, TOWNSHIP 5 SOUTH, RANGE 13 WEST OF THE SEWARD PRINCIPAL MERIDIAN IN THE STATE OF ALASKA.

Site Description:

The site is 70⁺ acres as described and located approximately 5⁺ miles north of Homer, Alaska. Access to the site is by the Diamond Ridge Road from Homer.

The site is L-shaped and contains 70⁺ acres. Topography is generally considered steep with the exception of the mountain top which is cleared, level and contains improvements. At the time of inspection the ground was snow-covered with the exception of the top. No large bushes or trees were apparent on the remainder of the site.

The owners informed me that the mountain was gravel and the pictures show where some surface cuts have been made, gravel removed and the type of sub-surface. In checking with a local contractor, Dick Abelgaard of A & A Contracting, I was informed that the gravel did not meet specifications in the building of the dam.

Improvement Description:

The site is improved with a deserted air force station that has been vacant and vandalized over a period of years. As mentioned previously, the improvements are located on the mountain top with the exception of a small guard house at the base of the mountain.

SUBJECT PROPERTY DESCRIPTION
(Continued)

Improvements consist of a large barracks - headquarters building, two 12-sided steel structures that were completely empty at the time of inspection and probably housed radar equipment, fire-fighting equipment and water tank, a guard building and another structure referred to as the AG Building.

Also in evidence were trailers and radar dishes utilized by the University at Stanford, California for atmospheric research, I am informed. These are owned by the university and will be mentioned no further in this report.

I consider the most important structures to be the headquarters building and pump house #2. They have utilization as will be discussed in a later section of this report covering the highest and best use. For purposes of this report, the two steel silos and the AG building are considered to be of nominal salvage value and this is offset by removal cost.

Pump house #2 is utilized in the operation of the main structure. It is 45' X 25' in size with a 35 square foot inset, 1,090 square feet in area, and is divided into an entry way, a room that at one time must have contained operating equipment such as generators and engines and a large room completely filled with the water tank.

The main building is irregular in shape, contains approximately 53,035⁺ square feet on the first floor and 15,500⁺ square feet on the second floor for a total area of 68,535⁺ square feet.

The exterior walls are concrete and frame as are the stairwells. Interior walls are 1/2" plywood panel over vermiculite or insulation. Baths are ceramic tile, although fixtures have been badly vandalized and taken. The kitchen has several steel tables left and the hood for the range. Some cabinets are there, also. All windows appeared to be double-hung and the glass was broken. Many of the doors were warped. The roof is built-up.

I was led by the townspeople to expect much worse wear and vandalism than I saw. I was accompanied on my inspection by a carpenter and he felt it was renewable with effort and capital, also.

SUBJECT PROPERTY DESCRIPTION
(Continued)

In addition to sleeping quarters for 160 people in 54 rooms, the building contained recreation rooms, officer's lounge and bar, dining room, pharmacy and treatment room, barber shop, dental area, radio room, crypto room, storage rooms and warehousing of various sizes, PX, library, laundry, sick bay, dayrooms, message center, post office, shop and garage.

Heating was oil-fired forced air. Homer furnished some power and there were also generators for power on the site. They had their own sewer and water on site, also. The operations building housed a 250,000 BTU boiler that kept water temperatures up to 200°. They had their own firefighting system and the buildings had fire alarms in them.

Plans covering the installation are so numerous that I only say two thick rolls of them. It is sufficient to say that the air force station was built to extremely high specifications from the plans I saw and no expense was spared.

There is no zoning in this area. Total assessed value for 1977 was \$66,400.00. Land value was assessed at \$42,000.00 and improvements at \$24,400.00. Mill rate for 1977 is \$7.00 per \$1,000.00 of evaluation indicating taxes to be approximately \$464.80 for 1977.

Present use of the property must be considered as vacant, although I was informed some trucks and rolling stock were occasionally stored there. Three plus or minus acres are leased to Stanford for atmospheric observations and tests, as was previously mentioned.

Highest and best use will be discussed in the next section of this report.

HIGHEST AND BEST USE

Highest and best use has been defined in a previous section of this report. As defined it assumes a maximum use of the property, yet recognizes that this use must be optimum in the respect that it must be economical to produce, profitable to operate, non-speculative in nature and not remote in time.

From this point of view and recognizing that the subject property must be classified as a special purpose property, the highest and best use of the property to a maximum degree would be a continuance of the use for which it was constructed. Inasmuch as the operation of the subject as an air force station was discontinued a number of years ago, the base decommissioned and sold to private investors, this primary use is no longer possible.

As mentioned previously, the main building can house 160⁺ people and has offices, a mail room or post office, large kitchen and dining area, and what were once probably day rooms or recreation rooms. The AG building is available about 100 to 150 yards from the main building. The two steel silos have no function now; however, pump house #2 could be utilized.

Several alternate uses come to mind such as a resort, a retreat for a corporate entity or entities or a live in alcoholic treatment center.

The resort idea has several major drawbacks and should be negated in my opinion. Although the structure could house 160⁺ people at capacity, the site appeared to be completely void of trees and vegetation which would enhance the setting. There would be no hunting or fishing on site, the city ski slope is next door and has only a rope tow, and the terrain is such that the site would be neither difficult, challenging or even exciting to an average downhill skier. Resorts providing any or all these attributes could probably be acquired or created for much less than the cost of rehabilitating the subject.

The subject would also have some drawbacks as a retreat. Most large corporations requiring such retreats are based on the east coast and

HIGHEST AND BEST USE
(Continued)

scenic restful areas such as upper New York, the Catskills and Poconos in Pennsylvania are much closer to headquarters than Alaska. Were one corporation to own it for retreat purposes, it would be improbable that 160 of their top men would be freed to use it at any given time, so the subject would be possibly a bit large. Conversely at national sales meetings or conventions, several hundred to a thousand or more personnel could be involved, so the subject would not only be too distant but also too small. The disadvantage of distance would only be slightly less to a west coast corporation such as Boeing, but the inconvenient size and lack of on site recreational facilities would still be present.

All of the above corporate disadvantages would be of lesser importance if the subject became a church retreat. However, the cost of rehabilitation would still be high in comparison with what it would cost to create or acquire an equally satisfactory substitute.

One of the clients mentioned the possibility of utilizing the subject as a pre-sentencing facility for the Anchorage or south central court system, due to the overcrowded jail facilities. This would be possible but it might entail high transportation costs and/or overnight housing of prisoners if the court calendar ran off schedule. Additionally, the rehabilitation costs are still high. Finally, the residents of Homer recently denied a plan to create a home for juveniles in the area so in all probability they would not allow an installation for convicted felons in the area.

In the final analysis, I feel that the most probable profitable use of the subject would be as a live in alcoholic treatment center, either owned and operated by the state or a private organization or leased to the same. I spoke with Karen Coady of the Alaska Alcoholic Treatment Center in Old Community Hospital, with Ed Beu of the National Council on Alcoholism and Don Ryder of the Alaska Labor and Management Employee Affairs. All were enthusiastic in the presence of such a possibility of

HIGHEST AND BEST USE
(Continued)

such a facility citing the tremendous shortage of such facilities to help solve Alaska's alcoholism problem.

Ms. Coady said that alcoholism was definitely a problem in the middle and upper income classes and that persons of this strata, desiring anonymity, generally went to facilities outside Alaska in the lower 48 for treatment as the anonymity was not possible in Anchorage with only 160 beds available in several locations. She felt that alcoholics from Outside would patronize such a facility in Alaska for the same desire for secrecy. Further, she mentioned that such a facility would probably have to be funded privately due to a lack of funding from the state and Mr. Ryder agreed, also. They did mention that the immensity of the alcoholism problem was recognized in the legislature and that there were talks among prominent powerful representatives and senators to provide funding for such a facility.

The alcoholism problem is serious among the Alaskan native population, they informed me, with approximately 20% of Mr. Ryder's clients being native Alaskans. Approximately 60% to 80% of Ms. Coady's patients are native. Both Coady and Ryder suggested that a native corporation or alliance of native corporations could well afford to purchase and operate such a facility.

Recently a hospital was funded by the state and Ms. Coady informed me that the cost of such facilities equipped runs approximately \$100,000.00 per bed. Both Ryder and Coady felt that medical personnel and facilities should be apparent in such an alcoholic treatment center and that it should not cost as much as a regular hospital due to the absence of surgery, X ray and other costly services available in hospitals.

Finally, they furnished me with four outside organizations who operate such private institutions and told me that there is interest in their profession in opening in Alaska. These organizations are listed in the addenda for ease of accessibility.

JOHN W. MACCARTHY
REAL ESTATE APPRAISER AND COUNSELOR

HIGHEST AND BEST USE
(Continued)

In conclusion, I feel that an alcoholic treatment center which does not require the onsite recreational facilities of a resort or retreat would be the highest and best use of the subject site.

RENTAL ESTIMATION.

In the previous section, a \$2,900,000.00 market value, if unrenovated or as is is estimated. This value is predicated on use as an alcoholic treatment center or perhaps as a church retreat which could utilize such a structure.

My information sources lead me to believe that such installations are owned by the operators and that rental information is non-existent. Further, should such an installation be available for rent, it should be on a long term net basis, with the operator assuming all expenses for the operation and the building.

With an estimated value as if restored of \$3,900,000.00 it is possible to estimate the rental that would satisfy the investment requirements of the owner by constructing a capitalization rate and applying it to value.

In doing this, the property should be viewed financially as mortgage and equity components rather than physically as land and improvements.

Mortgage rates include provision for safety, liquidity, management and return, as do equity rates. Currently, rates of interest and terms for mortgages on income producing properties in Anchorage are 10.25% to 10.5% for a 75% loan to value ratio and a term of from 20 to 25 years.

Subject property is not considered an income producing property in the normal application of the term, such as apartments, office buildings or warehouses. As a special purpose property, it was not constructed for the primary objective of producing income. Consequently, if the property is financed, it is probably true that financial terms would include a shorter term, lower loan to value ratio and a higher rate of interest to compensate for the risk entailed in the financing of such a property with an extremely limited application.

It would be logical for an investor-owner to attempt to borrow the renovation funds for an interim period and then refinance the restored property on the strength of that property and a long lease to a quality tenant.

RENTAL ESTIMATION
(Continued)

For purposes of this appraisal the interim loan of \$1,000,000.00 for renovation will be considered to be the equivalent of the take-out financing for 20 years at 11½% rate of interest, thereby indicating a loan to value ratio of 25% - 75%. Due to the nature of the property an investor would prudently require a return of more than the rate of interest because of his primary risk position and the nature of the property, say 15% yield.

Based upon these assumptions, it is possible to structure a rate to fulfill the investment criteria of the mortgagor and mortgagee. This structuring assumes a holding period of 20 years and considers the recapture of a portion of the wasting asset by the amortization of the debt over that period of time.

Debt Service

Monthly, 240 Months, 11.5%	.0106642963
Times 12 Months	12
Constant Annual Percent	.1279715556
or Annual Debt Service as a % of Original Loan	
Say	.127972
Mortgage Requirement	.031993
.127972 X .25	
+ Equity Requirement	.112500
.75 X .15	
= Base Rate	.144493
or	14.4493%
- Credit for Equity Buildup	.003251
Sinking Fund Factor 20 Years, 15% Rate =	.0097614704
.0097614704 X .333	.003251
Final Capitalization Rate	.141242
or	14.1242%

Applying this rate to property value indicates the net operating income to be derived from the property which will satisfy both mortgage and equity requirements

RENTAL ESTIMATION
(Continued)

This is shown below. Be reminded that \$1,000,000.00 has been added in reannovation to the \$2,900,000.00 as is value estimate.

$$\begin{array}{rcl} & \$3,900,000.00 & \text{Value} \\ \times & .141242 & \text{Rate} \\ \hline & \$550,843.00 & \text{Net Operating Income} \end{array}$$

As mentioned previously, this should be net of all expenses to the owner. This income is expressed below as annual rent, monthly rent, dollars per square foot annually and dollars per square foot monthly.

Annual Rent	\$550,843.00
Monthly Rent	\$45,903.65
\$/SF Annually	\$8.031538
\$/SF Monthly	\$.669295

The loan assumed was \$1,000,000.00. Debt service on this would be .127972 annually or \$127,972.00. The net operating income would more than cover the debt service.

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